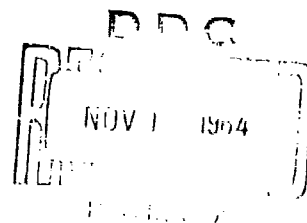# 451013

COMMUNITY POWER STRUCTURE AND CIVIL DEFENSE

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A SUMMARY OF THE FINAL REPORT

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TABLE OF CONTENTS

SUMMARY

Introduction

In the United States and the world the rapid scientific and technological advances in modern warfare have presented people with many complex problems. The capability of waging nuclear war has aided man in developing the potential to destroy civilization. As a result of scientific and technological advances, the policy makers of the United States are posed with the problem of determining to what extent the resources of the country should be devoted to the task of developing a civilian capability to withstand a possible nuclear attack.

Metropolitan and rural people are dependent upon the economic, industrial, transportation, political, communications, educational, religious, and other systems of the total society. Both metropolitan and rural communities within the United States, as in other countries, are part of a total social system. As parts of the national social system, the metropolitan and rural people have many common goals and aspirations. The United States, as an entity, is a complex social system composed of many sub-systems.

It seems essential that those individuals who have the responsibility for keeping this complex system operative under all conditions have the best available insights into the human relations patterns which are vital to this end. Within the civil defense organization there are three major operating levels; the federal government, the several states, and their political subdivisions. Within the political subdivisions are the complex communities which include cities, small towns, and rural communities. Through the local civil defense units of these political subdivisions, the civil defense organization is (1) to protect the greatest number of people in the United States in case of

nuclear war, and (2) to provide the guidance necessary for rebuild g society
if that should ever become necessary. If the civil defense organization is to
be prepared to achieve these objectives in case of nuclear war or other disas-
ter, it is vital to have knowledge and understanding of actual and possible
linkages between a local civil defense organization and the people of the local
community.

One major element of this linkage between the civil defense organization
and the people of the local community is social power; the capability to con-
trol the behavior of others. Within the community certain persons are per-
ceived as having the capability to control the behavior of others in such a
manner as to affect the decision-making processes of the community. These
persons are referred to as community influentials.

Objectives of the Report

This report is concerned with the distribution of social power and its
possible effects upon the implementation of civil defense programs. The
general objectives of this report are (1) to define concepts which are rele-
vant to understanding the community decision-making process, (2) to present
an analytical model or framework which a local civil defense director could
use in analyzing social power, (3) to operationalize the framework in one
community, and (4) to determine the civil defense knowledge, sentiments,
sources of information and actions of community influentials.

The specific objectives are (1) to delineate the persons perceived to
be community influentials and who effect the decision-making processes of
the community, (2) to determine the personal and social characteristics of
the community influentials, (3) to determine the extent to which there is a
structure in the interpersonal relationships among community influentials,

(4) to determine the extent to which the community influentials are perceived to have social power in different issue areas, (5) to ascertain whether the social power which community influentials are perceived to have is based upon authority, influence, or a combination of both, (6) to analyze the bases of social power of community influentials, and (7) to determine the past role performances of community influentials.

Framework for Analysis

The local civil defense director needs an analytical model or framework to analyze and understand the relation of the local civil defense organization to its social environment. Two models have been presented in the report which may serve as tools for the civil defense change agent (especially the local civil defense director) to analyze the social environment. The models may serve as tools which are vital to the initiation and implementation of new community programs by change agents.

The _social system model_ provides a framework which the change agent may use to analyze the community and its component elements. A social system is composed of the patterned interaction of members. The elements of the social system include (1) belief (knowledge); (2) sentiment; (3) end, goal, or objective; (4) norm; (5) status-role (position); (6) rank; (7) sanction; (8) facility; and (9) power. The structure and value orientation of a social system at a given time can be described and analyzed in terms of these elements.

The _social system model_ views the elements of the community in a static form. In reality, the elements of the social system do not remain static for any length of time. Within each community there are processes which mesh, stabilize, and alter the relationships between the elements through time. These master processes which integrate or involve several or all of the elements are communication, boundary maintenance, systemic linkage, socialization,

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These master processes which integrate or involve several or all of the ele-
ments are communication, boundary maintenance, systemic linkage, socialization,

social control, and institutionalization.

In addition to the elements and processes, there are certain attributes of social systems which are never completely controlled by the system's members. These are referred to as general conditions for social action. They include territoriality, size, and time.

The social system or community in which the local civil defense director must implement the civil defense program consists of individual actors, families, businesses, industries, churches, service organizations, schools, athletic clubs and many other sub-systems. These sub-systems are integrated into the local community social system. If the local civil defense director or other civil defense change agent were to analyze the complex community in its entirety, the social system model would provide one framework for this task. This research report has focused primarily upon one element of the social system, namely social power, and its meaning for the operations of civil defense in local communities.

A second model was delineated and defined for the purpose of providing an analytical framework which a local civil defense director or other civil defense change agent could use in analyzing social power in a community. Social power was defined as the capability to control the behavior of others. The major components of social power which were delineated included authority and influence. Authority was defined as the capability to control the behavior of others as determined by the members of the social system. Influence is that capability to control the behavior of others which is not built into the authority component of the status-role. In addition to the two major components of social power, a third major concept, power structure, was delineated for studying social power in the community. A power structure is that pattern of relationships among individuals which enables the individuals

possessing social power to act in concert to affect the decision making of the social system on a given issue area.

In addition to the major concepts of the social power model, other concepts were defined which are relevant for the civil defense change agent to understand the phenomenon of social power in his community. These concepts included community actors, community influentials, personal and social characteristics, existence of social power, legitimation, exercise of social power, latent social power, issue area, monomorphic power structure, polymorphic power structure, sources of power, and role performances.

The expected logical relationships among the concepts in the social power model were stated as general hypotheses. Through a review of social power theory and previous research completed by social scientists, eight general hypotheses were derived. The eight general hypotheses of the social power model are: (1) community actors will perceive that social power exists in the social system; (2) community actors will perceive that social power is exercised in the social system; (3) the personal and social characteristics of community influentials will differ from the general populace; (4) social power will be structured in the social system by community influentials acting in concert; (5) internal community knowledgeables and community influentials will perceive the power structure to vary depending on the issue area; (6) community influentials perceived to have more power will have no more authority than community influentials perceived to have less power; (7) community influentials will perceive some sources of power as being more relevant than others for social power in the general affairs of the social system; and (8) there will be an expected set of role performances to be fulfilled which are associated with the accumulation of power by actors in the social system.

The social power model which has been delineated provides a framework for the local civil defense director or other change agents to analyze social power in the social environment. If the local civil defense director or change agent is to put the model to an empirical test, a linkage must be made between the theoretical level and the empirical level.

Methodology

In the United States approximately 38 percent of the total population live in communities under 50,000 or in rural areas. This represents 69.4 million people. These people are in large part responsible for the production of food and fiber for the United States. The community selected for empirically testing the social power model is one of these communities primarily responsible for the production of the nation's food and fiber.

The social system which was selected for the study of social power is Prairie City, a small city with a 1960 population of 4,500 people.

The methodology which was used to delineate the community actors who have the capability to affect the decision-making process in Prairie City consisted of three phases. The three phases of the field procedures which gathered data to empirically test the general hypotheses in the social power model were: (1) interviews with external community knowledgeables; (2) interviews with internal community knowledgeables; and (3) interviews with community influentials.

During the first phase of the field procedure in Prairie City external community influentials were interviewed. External community knowledgeables were persons living outside the Prairie City community who are perceived to have general knowledge of the Prairie City community. They were interviewed for the purpose of (1) providing names of persons within the community who would have an extensive knowledge of the community decision-making process;

(2) providing background information on past and present community issues;
and (3) naming persons they perceived to be community influentials. This
phase consisted of interviews with five external community knowledgeables.

The second phase of the field procedure in Prairie City involved inter-
views with 16 internal community knowledgeables who were named by the external
community knowledgeables as persons having an extensive knowledge of the com-
munity decision-making process. The internal community knowledgeables in-
cluded men from different occupations within the community. The occupations
of the internal community knowledgeables included education, agriculture,
communications, labor, politics, business, and government.

The internal community knowledgeables were asked to name the persons they
perceived to have social power in different issue areas. Those issue areas
included industry, education, business promotion, recreation, government,
obtaining farmer support, and general affairs.

Community actors who received three or more mentions by the internal
community knowledgeables in either the general affairs, industry, or politics
issue areas were established as the pool of community influentials in Prairie
City. Twenty-six community influentials were delineated by this criterion.
The community influentials included 24 men and two women.

During the third and final phase of the field procedures in Prairie City,
25 of the 26 community influentials were interviewed. During the course of
interviewing community influentials each influential was asked to complete
rating scales designed to measure the amount of power each community influen-
tial perceived each of the other community influentials and himself to have
in each of five community issue areas. The five issue areas were industry,
politics, general affairs, Midwest County Planning Commission, and the Civil
Defense Exhibit. Each community influential provided a list of the formal

organizations to which he belonged. These data included approximate dates of
membership, percentage attendance, formal position held, committee and board
participation and level of participation. In addition, the community influen-
tials provided data on their social interaction patterns, sources of power,
past role performances, and personal and social characteristics.

Analysis of Data

The analysis of data in the report can be divided into two major parts.
In the first part, each of the eight general hypotheses of the social power
model is analyzed. For each general hypothesis (1) the relevance of the
hypothesis for civil defense change agents is discussed, (2) the data per-
taining to the hypothesis is presented, and (3) the implications of the
findings for civil defense change agents is discussed. Findings related
to the general hypotheses are presented in the first sub-section below.

In the second part, community influentials' civil defense attitudes,
knowledge, sources of information, and actions are described. Also, the
community influentials' attitudes, knowledge, sources of information, and
actions are compared to a random sample of Prairie City community actors.
These findings are summarized in the second sub-section below.

Social power model hypotheses

The first hypothesized relationship of the social power model stated
that community actors will perceive that social power exists in the social
system. In Prairie City, community actors (internal community knowledge-
ables and community influentials) perceived some community actors as having
more social power than other community actors to affect the community de-
cision-making process. Internal community knowledgeables named persons they
perceived to have social power in specified issue areas. The community in-
fluentials differentiated the amount of power they perceived other community

influentials and themselves to have. They perceived some community influentials to have more social power in community affairs than other community influentials. The data reveal that if the local civil defense director or other civil defense change agent asks community actors to name persons who are perceived to have more social power than others, he will probably be provided names.

The second general hypothesis is that community actors will perceive that social power is exercised in the social system. During the course of interviewing in the second and third phases of the field procedure, the internal community knowledgeables and the community influentials named specific instances of the exercise of social power. By analyzing the data, it was established that, generally, the community influentials did exercise social power to affect the decision-making process of the community. Through the process of asking questions relating to how social power is exercised in specific issue areas, the local civil defense director or change agent may determine the extent to which the persons perceived to have social power actually exercise power to affect the community decision-making process. In addition, probe questions relating to the community actors who exercise social power in different issue areas may serve as a tool to determine the extent to which one power structure or several power structures are perceived to affect the major decisions of the community in different issue areas. In this research study, the community influentials delineated were found to exercise social power in community affairs.

In testing the third general relationship, that the personal and social characteristics of community influentials will differ from the general populace, the community influentials were found to differ significantly in occupation, gross family income, education, political views, age, and home ownership in comparison with a random sample of the community. The two groups were found not to differ in the number of people living in the household and length

of residence in the Prairie City community. Generally, the local civil defense director or civil defense change agent may expect to find that community influentials have higher status occupations (business and professional occupations), higher incomes, more formal education, a different political orientation, higher age, and greater home ownership than a random sample of the community. Although not all community actors who are among the higher income, higher education, and higher age group will be community influentials, these findings do indicate that the change agent will probably find community influentials within this group. The empirical data in Prairie City supported the general hypothesis that the personal and social characteristics of community influentials will differ from the general populace.

The fourth general hypothesis of the social power model is that social power will be structured in the social system by community influentials acting in concert. The empirical data supported the general hypothesis. The community influentials have a structure of personal relations with each other. Certain community influentials interacted more with each other than with other community influentials. Cliques within the community influential pool interacted daily through informal coffee groups. In addition, certain cliques or groups interacted through home visitations. Among the community influentials there were agreement and disagreement patterns. These data suggest to the local civil defense director or change agent that there will probably be a structure among the interpersonal relations of the community influentials. Some community influentials will probably interact more with each other than with other community influentials. These data may be useful in providing a framework for analyzing the structure of personal relations among the community influentials. Community influentials who interact together and agree on most community issues may exercise social power in concert to affect the decision-making process of the community.

Within the community, the actors face many issues which are relevant to community affairs. The fifth general hypothesis tested the relationship that internal community knowledgeables and community influentials will perceive the power structure to vary depending on the issue area. The internal community knowledgeables and the community influentials perceived the power structure to vary depending on the issue area, thus the empirical data supported the general hypothesis. These data should caution the change agent from legitimizing all new programs with the same power structure. While one power structure may legitimize or give sanction to social action in most major issue areas, it is unlikely that one power structure decides the course of action in all issue areas. Community influentials who legitimize or give sanction to new programs may or may not become involved in implementing the decisions which are made. Although this research study did not determine the extent to which the community influentials perceived to have the most power in a specific issue area also exercised power through participating in implementing action programs, the change agent may consider whether community influentials participate in legitimization or implementation phases, or both.

The sixth general hypothesis stated that community influentials perceived to have more power will have no more authority than community influentials perceived to have less power. In Prairie City, the empirical data supported this general hypothesis. Generally, the community influentials who were perceived to have the most power were not currently holding a formal position. These data point out that the civil defense change agent is likely to find that the top community influentials are not presently holding formal positions. The change agent may expect to find many of the community influentials operating behind the scenes of formal offices. The change agent should be aware that the community influentials who give sanction to new programs

may not be in formal positions. Community influentials perceived to have the most power may interact with persons of authority to give sanction to new programs. Although persons of influence may have a greater capability to affect the course of community action than do persons of authority, the change agent needs to be aware that people in positions of authority play an important role in the initiation and implementation of social action programs. In the course of initiating and implementing new programs, certain legal and procedural actions may need to be taken which involve people of authority.

The social power which community influentials are perceived to have may rest upon different bases. The seventh general hypothesis is that the community influentials will perceive some sources of power as being more relevant than others for social power in the general affairs of the social system. The community influentials perceived knowledge of problems, past achievements, willingness to work, ability to think, human relations skills, ability to plan, and occupation as the relevant sources of power to the general affairs of the community. These sources of power largely reside in the individual rather than in the authority component of a status-role. If the change agent desires to efficiently and effectively implement new programs, knowledge and understanding of the sources of power may enhance the success of the new program. Community influentials will probably have different sources of power to contribute to the initiation and implementation of community programs. In initiating and implementing new programs, resources will be needed at various stages. The change agent needs to be aware that community influentials may contribute resources to new programs in addition to giving sanction or legitimizing the new program.

The eighth and final general hypothesis tested the relationship that there be an expected set of role performances to be fulfilled which are associ-

ated with the accumulation of power by actors in the social system. In Prairie City the community influentials had fulfilled a set of expected role performances in the process of accumulating social power. Community influentials perceived to have the most power had fulfilled a set of role performances during an early time period. Community influentials who were perceived to be increasing in power were fulfilling roles similar to those which older community influentials had fulfilled at an earlier point in time. If the change agent delineates the expected role performances to be fulfilled in the process of accumulating social power, he may then predict who some of the future community influentials will probably be. In addition, a knowledge of the expected role performances may be helpful to the change agent who desires to become a community influential. With a knowledge of the expected role performances, the change agent may desire to fulfill some of these roles to increase his social power. A knowledge and understanding of the present and past role performances will also provide the change agent with data about the linkages of community influentials to formal organizations. This knowledge may be helpful to the change agent in obtaining support and participation from formal organizations. A linkage of the change agent with community influentials who can exercise social power over the formal organizations of the community may result in obtaining support from the formal organizations for community programs.

Community influentials' civil defense attitudes, knowledge, sources of information and actions

The objectives of this analysis were (1) to describe the community influentials' civil defense attitudes, knowledge, sources of information, and actions and (2) to compare the community influentials' attitudes, knowledge, sources of information, and actions with a random sample of community actors.[a]

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[a]The random sample of Prairie City community actors consisted of 163 individuals, approximately one-half of them were husbands and one-half of them were wives. The random sample interviews were completed in January and February of 1963. The community influentials had been interviewed approximately three months before the random sample.

These two objectives were discussed in four sections which included (1) a .i-
tudes, (2) knowledge, (3) sources of information, and (4) actions.

Attitudes

Perception of threat   The community influentials did not appear
to perceive too great a threat of war. And assuming a war were to occur,
they did not perceive its possible effects to include the "end of democracy"
or "many deaths," although they did perceive a "fallout danger." Community
influentials perceived that if a world war were to come, it would occur six
or more years beyond the time of the interviews (fall, 1962). In general,
they stated that any possible future war with Russia would be a nuclear war.
If a small, local war were to occur, the community influentials tended to
perceive that there would not be war escalation.

In general, there is not a significant difference between the percep-
tions of the community influentials and the random sample respondents about
the threat of possible nuclear war. There was a statistically significant
difference between community influentials and the community actors in .he
random sample on only one variable (likelihood of war escalation) of the
seven variables which measured perceptions about the threat of possible nu-
clear war. Community influentials perceived war escalation to be less likely
than the community actors in the random sample.

Perception of a civil defense innovation: fallout shelters   In
general, the community influentials perceived that public fallout shelters
are similar to insurance. In addition, they perceived that we should not
abandon a fallout shelter program. However, the community influentials per-
ceived that a national shelter program would cost too much for the protection
it would provide. Over half of the community influentials agreed that fallout
shelter measures would be obsolete and therefore not effective. In general,

they agreed that everyone should pay taxes on public fallout shelters. A
large proportion of the community influentials were in favor of a program
that licenses, marks, and stocks existing buildings for public shelter use.
More community influentials perceived that the United States should place
the greatest emphasis on a fallout shelter program that encourages construc-
tion of individual family shelters.

In regard to perceptions of fallout shelters, there were some differences
between the community influentials and the random sample respondents. In
general, the community influentials perceived that a national shelter program
would be too costly for the protection it would provide, while there was a
tendency for the random sample respondents to perceive that a national shelter
program would not be too costly. A high proportion of the community influen-
tials perceived that any public fallout shelter measures taken cannot be
effective long enough to justify the cost. There was a tendency for the random
sample respondents to disagree with this attitude held by the community influen-
tials. The community influentials and the community actors in the random
sample differed significantly on one fallout shelter program alternative. In
general, community influentials did not perceive that we should have a federal
program that makes available financial assistance for the construction of pub-
lic shelter space in new public buildings. There was a tendency for the com-
munity actors in the random sample to think that there should be a federal
program to assist in providing public shelter space in new public buildings.
The most favored fallout shelter program among the community influentials
was the construction of individual family shelters. Among the community actors
in the random sample, the most favored fallout shelter program was on which
would license, mark, and stock buildings for public shelter use.

The community influentials and the community actors in the random sample

had similar attitudes on three of the seven factors which measured perceptions of fallout shelters. Both influentials and random sample respondents perceived that public fallout shelters are similar to insurance. Although there was a slight tendency for more community influentials than random sample respondents to perceive that we should not abandon a fallout shelter program, statistically both groups had a similar attitude about this variable. In general, both groups agreed that everyone should pay taxes on public fallout shelters.

Adequacy of civil defense program The community influentials tended to perceive the present national civil defense program and the county civil defense program as inadequate. There is not a statistically significant difference between the attitudes of influentials and the community actors in the random sample about the adequacy of the civil defense program at national and county levels. There was a tendency, however, for a higher percentage of the random sample respondents to perceive the civil defense programs at national and county levels to be more adequate.

Some general civil defense attitudes The community influentials appeared to perceive in general that (1) civil defense activities are not a waste of money and human energy, (2) civil defense in the United States has not been too neglected, (3) civil defense should not be handled by the military, and (4) they (community influentials) have a community responsibility in the area of civil defense.

There is not a statistically significant difference between the community influentials and the random sample respondents concerning the above four attitudes. In general, the attitudes of both the community influentials and the random sample respondents were similar.

Knowledge There was a tendency for the community influentials to lack knowledge of (1) a continuous civil defense program in Prairie City or Midwest County and (2) what civil defense people were doing or were planning to do in

Midwest County. A high percentage of community influentials did not have
knowledge of buildings which were going to be marked and stocked. (Buildings
had been surveyed before the community influentials were interviewed. Three
buildings were marked after the community influentials were interviewed, but
before the random sample of community actors was interviewed. No buildings
had been stocked at the time of the interviews.) Approximately 70 percent
of the community influentials did not know if Midwest County had a civil de-
fense director. Six of the 25 community influentials provided the correct
name of the county civil defense director. Sixty percent of the community
influentials correctly answered five or more items in a list of nine civil
defense technical knowledge questions.

In general, there is not a statistically significant difference between
the community influentials and the random sample respondents' knowledge about
civil defense. For only two factors which measured knowledge about civil
defense was there a statistically significant difference between influentials
and the community actors in the random sample. These two variables were (1)
knowledge of a continuous local civil defense program and (2) knowledge that
fallout from just one bomb may cover thousands of square miles. The community
actors in the random sample tended to have knowledge of a continuous civil
defense program while community influentials tended to lack knowledge of a
continuous civil defense program in Prairie City or Midwest County. Both
the community influentials and the community actors in the random sample
generally agreed that fallout from just one bomb may cover thousands of
square miles; however, a higher percentage of community actors in the random
sample agreed with this statement.

Sources of civil defense information   The three sources named most
frequently from which community influentials obtained information about civil

defense were (1) daily or weekly newspaper, (2) booklets and pamphlets put out by the Office of Civil Defense, and (3) meetings conducted by civil defense personnel.

There were some differences between community influentials and the random sample respondents when sources of information were compared. The three sources of named most frequently from which the random sample respondents obtain information about civil defense were (1) television news and special programs, (2) daily or weekly newspapers, and (3) radio news and special programs. The three most useful sources for the random sample respondents were (1) television news and special programs, (2) daily or weekly newspapers, and (3) booklets and pamphlets put out by the Office of Civil Defense.

Actions in civil defense In general, the community influentials had not taken many actions in the area of civil defense. Approximately three-fourths of the community influentials had **not** (1) worked or helped in the area of civil defense, (2) discussed civil defense plans at the place where they work, and (3) received any civil defense training. Approximately 40 percent of both the community influentials and the random sample respondents had designated some specific area or place to be used if an emergency should occur.

The above data provide insights about social power in local communities, as well as a profile of community influentials' civil defense attitudes, knowledge, sources of information and actions. These data may be used by OCD in planning and implementing future civil defense programs and in training civil defense personnel.

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ACKNOWLEDGMENT

CHAPTER 1

INTRODUCTION

Background

The rapid scientific and technological advances in modern warfare have presented mankind with many complex problems. The capability for waging nuclear war has aided man in developing the potential to destroy civilization. As a result of scientific and technological advances, the policy makers of the United States are posed with the problem of determining to what extent the resources of the country should be devoted to the task of developing a civilian capability to withstand a possible nuclear attack.

In modern society man's ways of living are complex. With increasing division of labor and specialization, men increasingly depend upon other men to provide the needs for living. People living in the large metropolitan areas depend upon food and fiber which has been produced and processed in rural and small town communities. Other raw resources for the metropolitan industrial complex often need to be transported hundreds or thousands of miles. The nation relies upon a mass transportation system (trucks, railroads, airplanes, ships) which transport people, food, fiber, and other resources. The same transportation system which brings resources to the city also transports the finished goods and services to other sections of the United States and the world. Both urban and rural residents are dependent upon the economic, political, communications, educational, religious, and other systems of the total society.

Metropolitan and rural communities are integrated into the United States as a total social system. Both types of communities are dependent upon each other. As parts of the national social system, the people of both systems

have many common goals and aspirations. The United States, as an entity, is a c lex social system.

It seems essential that those individuals who have the responsibilities for keeping this complex system operative under all conditions have the best available insights into the human relations patterns which are vital to this end. Within the civil defense organization there are three major operating levels with this responsibility: the federal government, the several states, and their political subdivisions. Within the political subdivisions are the complex communities which include cities, small towns, and rural communities. Through the local civil defense units of these complex communities, the civil defense organization is linked to the people. If the policy makers and the civil defense organization are to achieve their objectives, it is vital to have knowledge and understanding of the linkage between the local civil defense unit and the local community. One major element of this linkage between the civil defense organization and the local community is social power; the capability to control the behavior of others. Within the community certain persons are perceived as having the capability to control the behavior of others in such a manner as to affect the decision-making processes of the community. In this research report these persons will be referred to as community influentials.

Specifically, this report is concerned with the distribution of social power in local communities and its possible effects upon the implementation of a civil defense program. An additional objective is to determine the knowledge and sentiments of community influentials toward the civil defense program. There are many important questions to be answered.

Responsibility for Civil Defense

If the United States were to be attacked with nuclear warheads, to what extent would the American people be able to cope with the disruption of their complex social system? To what extent would a single community be prepared to protect its citizens and care for the injured? Would local communities be able to cope with the social and psychological problems which would result from a nuclear attack? What roles would local people play in helping to protect lives and care for the injured?

How would the community begin to rebuild and operate its economic, political, transportation, communications, educational, religious, and other systems? Would a plan be developed in a "building system" which would delineate roles to be played by various community members in an "operational system"? Only a few of the questions for which answers are needed are presented to emphasize the numerous problems a single community would face in a nuclear attack.

The responsibility for civil defense is a joint responsibility vested in the federal, state, and local levels of government. At the local level of government, the social environment for the local civil defense unit is the set of all social objects outside the local civil defense organization. The environmental social objects include both individuals and groups in the community. The social objects are the people which the civil defense organization is responsible for protecting in case of nuclear war and providing guidance for rebuilding society if that should ever be necessary.

Diagram I presents the relationship of the civil defense organization to the local social environment. The civil defense bureaucracy consists of linkages among the various levels of the civil defense organization, i.e., national is linked to the regional, the regional to the state, and so

Diagram I. Relationship of Civil Defense Organization to the Local Social
Environment

CIVIL
DEFENSE
ORGANIZATION

National

Regional

State

Local (county or city)

Linkage

Local Civil Defense
Director

John Q. Public

LOCAL SOCIAL
ENVIRONMENT
(INDIVIDUALS,
GROUPS, AND
ORGANIZATIONS)

Mayor

City councils

School Superintendents

School boards

Building Owners

Community influentials

Hospital Superintendents

Formal Voluntary
Organizations
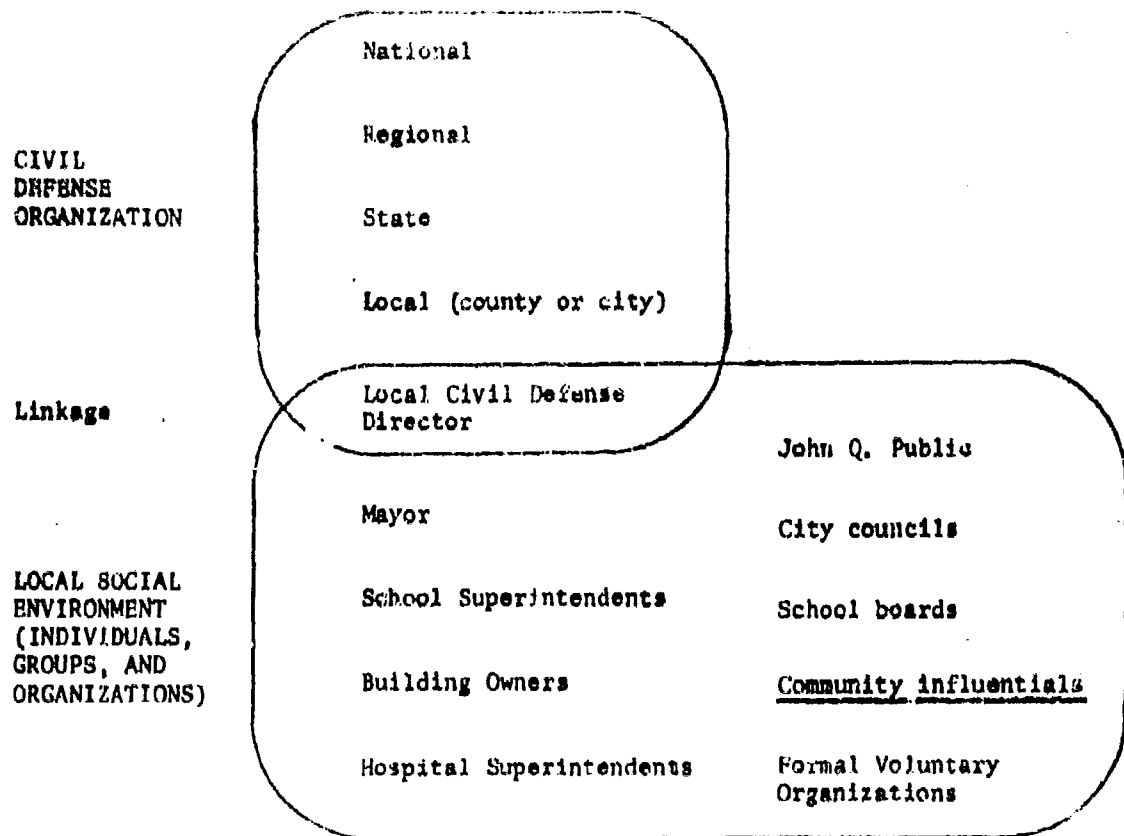
forth. The local social environment consists of social objects which include individuals and groups. For example, they include the mayor, the businessmen, school superintendents, hospital superintendents, community influentials, formal voluntary organizations, and many others. The arrows indicate the linkages of the local civil defense director to both the civil defense bureaucracy and the individuals and groups which comprise the social environment.

The responsibility for protecting the social objects (individuals and groups) in case of war is a joint responsibility vested in the federal, state, and local levels of government. This research report will focus on the relationship of the local civil defense unit to its social environment. Specifically, it is concerned with the relationship of the local civil defense unit to the community influentials as social objects. If the general objectives of the civil defense organization are to be fulfilled in the "building system," it is vital to have a knowledge and understanding of community influentials and the social power which they are perceived to have.

Although this research report is primarily concerned with the relationship of the local civil defense unit to its social environment, it has relevance to policy planners at other levels (national, regional, and state). This report can assist policy planners in developing training programs for civil defense personnel at all levels.

The Local Civil Defense Responsibility

If local civil defense organizations are to carry out the previously stated general civil defense objectives, planning, organizational development, training, and operational activities in local communities will have to be carried out. The local civil defense official, most probably the local

civil defense director, would be a central source of information on civil
defense for the social environment and its public officials.

For example, the local civil defense director is responsible for
accomplishing the following tasks in implementing the National Fallout
Shelter Survey, Marking, and Stocking Program:

> . . . to be the central source of information for the local
> subdivision and keep the appropriate public officials fully
> informed.

> . . . to assist the architect and engineer contractor in
> making the necessary contacts with local officials and
> building owners for permission to gain entry to specific
> buildings for survey purposes.

> . . . to locate and make arrangements for a warehouse or
> receiving point for the shelter supplies to be provided
> by the federal government.

> . . . to determine, with the building's owner, the location
> within the building for storage spaces for the provisions.

> . . . to arrange for and manage the receipt of and accounting
> for the provisions upon arrival at the warehouse.

> . . to arrange for and manage the transportation and
> placement of the provisions in the shelter building.

> . . . to conduct periodic inspections and supervision of
> the provisions in their storage locations (24).[1]

The local civil defense director would have additional responsibilities
if the Shelter Development Program were to be implemented. He would have
to review project applications and make available technical information
and guidance to building owners, architects, and engineers developing
shelter spaces.

There are other responsibilities in addition to the specific responsi-
bilities attached to the initiation of the above plans. The local civil

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[1]For all references stated in parentheses, see the end of this report,
where they are listed in numerical order.

defense director would assist in monitoring commercial shelter and shelter
supply dealers to protect the public from fraudulent operations; revise
operational survival plan: to reflect the change in basic tactics for
evacuation to shelter, including the development of plans for movement
of the population to shelter, shelter management plans, revise communica-
tions plans to permit the local government to issue guidance and instruc-
tions to their citizens in shelter; undertake a greatly stepped up public
information and education program to permit the people to make effective
use of the shelters; and guide the training of a large number of people
as shelter managers, and shelter staff personnel such as communicators,
radiological monitors, food and ater distribution personnel, and
sanitations specialists.

Inherent for implementing the responsibilities of the civil defense
director is the need to involve people in the social environment. If the
civil defense organization is to develop an effective readiness to operate,
the local civil defense unit must involve the community citizens in the
civil defense program. Through adequate training and other preparation,
the local civil defense unit can develop an effective program to fulfill
the specific objectives of the local civil defense organization. The
national, regional, and state levels of the civil defense organization
can assist the local civil defense director in gaining a knowledge and
understanding of the relationship between the local civil defense unit
and its social environment. This report is concerned with the relationship
of the local civil defense unit to one of the social objects in the social
environment: community influentials.

Community Influentials

Every community of the United States is constantly undergoing social change. The rapid advances in scientific and technological knowledge have provided communities with more efficient and effective means for initiating social change. In determining the direction which social change will take the community is faced with decision-making which involves the adoption or rejection of new programs. The community in modern society copes with problems such as school reorganization, business and industrial development, civil defense programs, slum clearance, recreational development, and area development.

Among social scientists there is consensus that the capability to determine the direction of social change in the community is <u>not</u> randomly distributed among members of the community. While a majority of the members of a community may become actively involved in bringing about social change, a limited number of persons may participate in the crucial decision-making processes which determine the course of community action. These persons have been called <u>community influentials</u>. The capability which <u>community influen-tials</u> have to control the behavior of others has been referred to as <u>social power</u>.

Community influentials may play important roles in determining the course of community action. While the final approval for community action may have to be given by all the people involved in the action program, the initial approval or sanction for action is ofte given by community influen-tials. Failure to seek approval of the community influentials may result in their utilizing the resources at their command to block the program which by-passed them.

Within the community there are two structures which may play important roles in legitimizing community action. The _formal_ _structure_ of the community includes the elected officials. This structure may include county government officials, school board members, city council members, service club officers, and many others. The _informal_ _structure_ includes men of influence who may not be a part of the formal structure. This structure includes persons who often control or have access to limited community resources. It may include key persons in industry, business, finance, transportation, and communications.

Community influentials from both the formal and the informal structures may form patterns of relationships among themselves which enables the individuals to act in concert to affect the decision-making of the community. These community influentials are often referred to as the _power_ _structure_.

In some cases the same power structure may legitimize or give sanction to most community action programs. More often in communities, the power structure may vary depending upon the action program to be initiated. The power structure which gives sanction to industrial activities may differ from the power structure which gives sanction to recreational activities.

In addition to giving approval or legitimizing programs, community influentials may or may not participate in _action_ _phases_ of programs. They may not provide important resources of subject matter competence, time, energy, or influence to implement the program. On the other hand, community influentials may possess and provide resources to action programs such as ability to organize people, knowledge of the things that need to be done in the community, respect and prestige, human relation skills, contacts with people outside the community, and financial support.

Community influentials play important roles in determining the course of community action. Each community influential may play different roles

depending upon the program area and the resources which he can contribute to social action programs. If a change agent, such as the local civil defense director, is to successfully implement community action, he needs knowledge and understanding of community influentials and the ways they affect community decisions.

Relationship of Local Civil Defense Program to Community Influentials

Given the objectives of the civil defense program and the need for citizen participation in the civil defense program, the local civil defense director is responsible for linking the civil defense organization to the local community. The Federal Civil Defense Guide, "Civil Defense Directors' Guide to Citizen Participation," states:

> The first step by which you (the civil defense director) should attempt to involve your fellow citizens in your community civil defense plan is to identify and involve this leadership element (6, p. 5).

Community influentials have the capability to control the behavior of others. With favorable attitudes toward civil defense, they may have the capability to legitimize community actions which can aid in developing a civil defense program. They may also participate in various action phases of the civil defense program if they have favorable attitudes toward the objectives of civil defense. For example, a newspaper editor with a favorable attitude toward civil defense and who is perceived by the community as an influential may play a role which can influence the attitudes and behavior of people in the community. He can be of assistance to the civil defense director in informing the public and providing data about civil defense upon which attitudes are formed.

Other roles may be played by community influentials. They may play a building a functioning civil defense system. They may help build

civil defense system in many ways: by giving verbal support to the program; by supporting the program of licensing any buildings they have which are usable for shelters; by aiding in the development of community-wide shelter plans which might include encouraging the inclusion of shelters in any new public or non-profit construction; by taking shelter management training; and many other activities.

Community influentials may also play a key role in an operating civil defense system. These influentials control or have access to the economic, financial, educational, professional, government, industrial, communications, transportation and other systems of the community. Community influentials may own large industries, businesses, communications networks, and transportation systems. They often have as bases of their community influence knowledge of the things that need to be done in the community, ability to organize people, contacts with lots of people, human relations skills, respect and prestige and other social attributes. With their knowledge and understanding of the community and their bases of influence, community influentials may play various roles in an "operating system." They may aid in implementing plans to protect lives, provide medical care for casualties, and plan and implement the rebuilding of the community.

The extent to which community influentials are integrated into the "operating system" may depend upon the extent to which the local civil defense director links the community influentials to the "building system" of civil defense. If the roles which community influentials may play in the "building system" have been delineated, the local civil defense unit may be able to delineate more effectively the roles which they may play in an "operating system." For example, a community influential who receives training as a shelter manager in the "building system" may fulfill a role vital to the management in the "operating system."

As the local civil defense director looks at the social environment of his community, many questions about community influentials and social power could be asked. Does social power exist in my community? Do community actors perceive some community actors to have more social power to affect the community decision-making process than others? Can the change agent or local civil defense director expect community actors to name persons whom they perceive to have social power in response to questions about the existence of social power?

Is social power exercised by the community actors who are perceived to have more social power than other community actors? Does their exercise of social power affect the decision making and implementation phases of community programs? Can the change agent or local civil defense director expect community actors to name instances in which the persons they perceive to have social power actually do exercise power?

What are the personal and social characteristics of the persons who will probably have more social power than other community actors? Are the personal and social characteristics of community influentials different from those of a random sample of the community actors? Are community influentials likely to differ in education, income, age, home ownership, occupation, political views, and length of residence when compared to a random sample of the community?

Do community influentials have patterns of interaction? Are there clique groups among the community influentials? Do cliques interact through participation in informal groups, such as coffee groups? Are there patterns among the community influentials in home visitations? Do community influentials have patterns of agreement or disagreement in community affairs?

Are community influentials perceived to have a similar amount of power regardless of the community issue area? Or do the community influentials and to have the most social power in one issue area differ from the

community influentials perceived to have the most social power in other issue areas? Are community influentials concerned with all issues or only with the major issues of the community?

Are the persons who are perceived to have the most power in community affairs persons having authority? Or are persons of influence perceived to have the most social power in community affairs?

Do community influentials perceive certain sources as giving a community actor social power to affect the decision-making process? What are the relevant sources of power in the community? Do community influentials who are perceived to have the most social power differ in sources of power? Are community influentials likely to have sources of power which may be relevant to initiating and implementing new programs?

What are the expected role performances to be fulfilled before accumulating a great amount of power within the community? In what organizations are future community influentials likely to be fulfilling roles? What roles have the present community influentials played in the past? Are the younger community influentials fulfilling roles similar to those fulfilled by older community influentials at an earlier time period?

Additional questions could be asked about community influentials and the linkage between them and the local civil defense organization. Data obtained from the answers to the above questions may aid policy makers at national, regional, and state levels as well as local civil defense directors. If an analytical framework can be developed to study community influentials, federal and state civil defense officials will have a tool to aid in training local civil defense directors. The utility of analyzing the community's decision-making process may aid the civil defense director in implementing a more efficient and effective civil defense program.

Objectives of This Report

The gener. objectives of this report are to:

1. Define concepts which are relevant to understanding the community decision-making process.

2. Present an analytical model or framework which a local civil defense director could use in analyzing social power.

3. Operationalize the framework in one community.

4. Determine the civil defense knowledge, sentiments, sources of information, and actions of community influentials in the community under study.

Specifically, this study in operationalizing the analytical framework of

social power will attempt to:

1. Delineate the persons perceived to be community influentials and affect the decision-making processes of the community (chapters 4, 5, and 6).

2. Determine the personal and social characteristics of the community influentials (chapter 7).

3. Determine the extent to which there is a structure in the inter-personal relations among community influentials (chapter 8).

4. Determine the extent to which the community influentials are perceived to have social power in different issue areas (chapter 9).

5. Ascertain whether the social power which community influentials are perceived to have is based on authority, influence, or a combination of both (chapter 10).

6. Analyze the bases of power of community influentials (chapter 11).

7. Determine the past role performances of community influentials (chapter 12).

The following chapter will present the scientific procedures which were used in analyzing the distribution of social power and its possible effects upon the implementation of civil defense programs.

CHAPTER 2

THE SCIENTIFIC APPROACH TO SOCIAL POWER

Introduction

A major objective of the scientific method for the social sciences is to establish generalizations about human behavior. In science, the aim is to support the generalizations with empirical data which have been collected in an impersonal and objective manner. The techniques by which the scientist arrives at generalizations must be open to replication and review by other researchers. The ultimate aim of a science is to understand and predict possible future outcomes. In the social sciences the primary concern is to understand and predict human behavior. The research methodology of the sciences provides the researcher with objective empirical observations about selected phenomena within his sphere of concern which, in turn, become the bases upon which predictions can be made. The focus of this study is social power in one community.

In order to better communicate the subject matter of this report to the reader, four concepts will be presented here. A more inclusive definition of each concept will appear later in Chapter 3. Social power is the capability to control the behavior of others. The two major components of social power are authority and influence. Authority is that capability to control the behavior of others as determined by the members of the social system. Influence is that capability to control the behavior of others which is not built into the authority component of the status-role. Community influentials are the actors of the social system who are perceived to have social power and affect the community decision-making process. In this report community may have authority, influence or a combination of both

The purpose of the research presented in this report has been to study the distribution of social power and its possible effects upon the implementation of a civil defense program. An additional objective is to determine the knowledge and sentiments of community influentials toward the civil defense program. This chapter will outline the systematic process or scientific approach which has been used to achieve the objectives of the report. The outline will serve as a setting for the remainder of the report.

Scientific Procedure

In initiating and implementing any action programs such as the civil defense program, certain human conditions must be taken into consideration if the program is to be successful. Any program which is to be implemented at the local community level must cope with the social structure of the community. One aspect of initiating and implementing civil defense programs in the local community involves community influentials. The problem involving the civil defense organization and community influentials may be stated in two general questions: (1) What is the relationship of community influentials to various issue areas of the community? (2) How might community influentials play a role in helping the local civil defense organization fulfill its responsibilities? Specific questions about the relationship between the local civil defense organization and community influentials were presented in Chapter 1.

A theoretical approach for the analysis of social power provides a systematic framework. Through reviewing theory and research, the social scientist can delineate the ways that other social scientists have defined and conceptualized community social power. This process is a tool through which the scientist can delineate and define relevant concepts. It enables the scientist to develop a model.

A model is defined as a logically related system of ideas or concepts. The model as used in this report defines concepts. In addition, it states the expected logical relationship among the concepts.

At the theoretical level two models will be delineated and defined for the purposes of understanding social power in the community. In the study of social power, the social scientist abstracts the phenomenon of social power from its relationship with other social and cultural phenomena. Therefore, it would seem logical to place social power in a larger theoretical frame of reference; the social system model (model 1) which includes social power as one of its elements.

The social power model (model 2) will define social power and its major components, authority and influence. Additional related concepts which appear relevant to the understanding of social power will also be defined. The expected logical relationships among the concepts are stated as general hypotheses. In this study both models were defined prior to initiating the field procedures. The social system model will be presented in its entirety in Chapter 3. The social power model will be presented in two stages. The concepts of the social power model are defined in Chapter 3. Prior to defining the concepts of the social power model a brief review of some previous conceptions of social power will be presented. The prior knowledge and research from which the expected logical relationships among concepts in the social power model were derived are presented in Chapters 5 through 12.

The social system model and the social power model can serve as analytical tools for the local civil defense organization to understand its relationship to one component of its social environment. The social system model provides a framework through which the local civil defense organization may understand the relationships between community influentials who have social power and

other elements of the community. The social power model can serve as a tool for the local civil defense organization to seek answers to the questions presented in Chapter 1. The models present a framework which change agents can use as tools to aid in initiating and implementing new programs.

After developing the social power model, which delineated and defined concepts and stated the expected relationships among concepts, procedures for putting the social power model to an empirical test were developed. This involved developing field procedures to gather data which would test the general hypotheses or expected relationships among concepts. It consisted of (1) selecting a community for field study, (2) developing methodological procedures for the selection of community influentials, (3) developing field schedules which systematically gathered data for testing the general hypotheses, and (4) interviewing community influentials. This stage of the research project is presented in Chapter 4.

If the social scientist is to empirically test a model, a linkage must be made between the theoretical model and empirical data. The linkage between the theoretical level and the empirical level will be referred to as operational measures.

In Chapters 5 through 12 the following procedure has been followed for presenting and empirically testing each general hypothesis of the social power model: (1) questions are presented relating the relevance of each general hypothesis to change agents, such as the local civil defense director; (2) a review of previous theory and research which led to the derivation of each general hypothesis is made; (3) the general hypothesis is stated; (4) the operational measures used to empirically test the general hypotheses are presented; (5) the empirical hypotheses are stated; (6) the empirical hypotheses are tested; (7) the general hypothesis is accepted or rejected on the basis of

the empirical data; and (8) implications for civil defense change agents are
stated based on the study findings. This procedure will be followed for each
of the eight general hypotheses.

Community influentials were also asked questions about their civil defense
knowledge, sentiments, sources of information, and actions. In Chapter 13 an
analysis will be presented of community influentials' civil defense knowledge,
sentiments, sources of information and actions. Chapter 14 is a summary of
the report.

CHAPTER 3

FRAMEWORK FOR ANALYSIS

Introduction

The objectives of this chapter are: (1) to delineate and define a social system model; (2) to review a number of previous conceptions of social power; and (3) to delineate and define the concepts of a social power model.

The major objective of this research study is to study one aspect of the empirical world and its relationship to civil defense, namely, the phenomenon of social power in a community. Therefore, it would seem logical to place this phenomenon in a larger theoretical frame of reference.

If the change agent or social scientist were to study the community, one possible framework would be the theory of social systems. Loomis' (12) concept of the social system includes the element of social power. His theory of the social system will be presented in abbreviated form.

A Social System Model

The social system as defined by Loomis (12) is composed of the patterned interaction of members. It consists of the interaction of a plurality of individual actors. The relations of the individual actors to each other are mutually oriented through the definition of structured and shared symbols and expectations.

Within society there are many levels of social systems. The interaction of two people, the family, the church, the city, the nation, and the United Nations are a few examples of social systems representing different levels. In each of these social systems individual actors interact more with members

than with non-members when operating to attain their objectives. Although there are different levels of social systems, each social system has certain elements or attributes which are common to all social systems.

Social system elements

These elements include (1) belief (knowledge); (2) sentiment; (3) end, goals, or objective; (4) norm; (5) status-role (position); (6) rank; (7) sanction; (8) facility; and (9) power. The structure and value orientation of a social system at a given time can be described and analyzed in terms of these elements.

In the empirical world these elements do not remain in a static form. The dynamic processes of the social system mesh, stabilize, and alter the relations through time. The elements, then, serve as tools for understanding the dynamic aspects of social systems.

This research report is concerned with one type of social system, the local community. Throughout this report the term social system will be used as synonymous with community. The social system, in which the local civil defense director must implement the civil defense program, consists of individual actors, families, b . nesses, industries, churches, service organizations, schools, athletic clubs, and many others. These sub-systems are integrated into the local community social system.

Belief (knowledge)--Beliefs are the commonly held or accepted opinions of the individual actors of the social system. The beliefs of the individual actors are formulations of what they think to be true about the relationships which exist between phenomenon within the universe.

In the community the individual actors have beliefs about the relationships within the social system and between it and other systems. The relation-

ship which individual actors and community influentials have toward civil defense may depend upon their beliefs about nuclear war and national defense. A knowledge of the beliefs of community influentials and individual actors can aid the local civil defense director in developing a program which may be consistent with or change the beliefs of people about civil defense.

Sentiment--Sentiments are the normative feelings which are expressive and represent what the individual actors feel about phenomena in the world. Sentiments or feelings are closely related to beliefs. Beliefs are viewed as "what we know" about the world and sentiments are expressive and represent "what we feel" about the world. Attitudes or tendencies to act in relation to stimuli are derived in part from the beliefs and sentiments of individuals.

The individual actors of a social system may have knowledge of the damage a nuclear bomb can do, but they would have expressive feelings about the possibility of a nuclear bomb being dropped upon their community. The sentiments which community influentials and members have may affect the relationship which they have with the civil defense organization. If the civil defense director has a knowledge of the feelings of community influentials toward the civil defense program, he would have data from which he could develop a program which may capitalize or if necessary change the sentiments of community influentials and members.

End, goal, or objective--Ends, goals, or objectives are the changes which the actors of the social system strive to accomplish through appropriate interaction. The community has certain goals which its members strive to achieve. The community may have such goals as industrial development, an improved educational system, modern fire protection, a new recreational area, improved housing for slum districts, and other ends. Often the community's goals are not explicitly defined and delineated.

In striving to achieve goals members of the community organize new formal organizations, participate in existing formal organizations, and discuss goals in informal groups. Community influentials, who often control many resources, may decide what goals the community should strive to obtain. The members of the social system and the community influentials value the achievement of certain goals greater than other goals.

It is most useful for a change agent such as the local civil defense director to understand the community's goals or ends. An awareness of the relative priority of civil defense among the numerous community goals may point out the need to inform the community influentials on the importance and need for a strong civil defense organization.

An awareness of a community goal, for example, the building of new industry, may assist the local civil defense director in pointing out the need to consider fallout shelters in the new buildings to be constructed. A knowledge of community goals which are in the formative stage may assist the local civil defense director in coordinating the civil defense objectives with community goals.

Norm--Norms are the standards which influence the range of goal choices and govern the selection and application of means in the attainment of ends or goals. Norms are the levels of accepted actions within a social system. They determine the degree to which the stated ideals (goals and ways of attaining same) will be achieved in the ongoing interaction process. It may be said that norms are the "rules of the game." Throughout this research report norms will refer to both formal and informal rules. In the community there are criteria for judging the character and conduct of both individual and group actions which are not written rules, regulations, and laws.

In initiating a new social action program by a change agent, such as a local civil defense director, one community norm may be to legitimize the program with the community influentials prior to initiating any action. Although community influentials may not legitimize all programs, failure to conform to the norm of legitimizing relevant programs with key community influentials may result in the blocking of the program.

Status-role (position)--A status-role is a position and a set of expectations for an individual actor in a social system. These two terms (status and role) combine structure and function.

A status is a position in a social system. For example, the position of mayor is one of the status-roles of city government. Status describes the position of mayor in relation to other positions in the city government.

As the result of occupying a status, the individual is expected to act in certain specified ways and carry out certain functions in the maintenance of the social system of which he is a part. Roles are a function of status.

The individual actor who occupies the status of mayor is expected to preside over city council meetings, greet dignitaries who visit the community, appoint certain public officials, give direction and orders to subordinates, and do all of the other things which those with superordinate authority request. Roles remain similar regardless of the individual occupying the status-role.

In the community the status-roles in formal structures are more easily observable than those in less formal structures. The status-roles of the city government are relatively well defined. On the other hand the status-roles of community influentials are often difficult to determine. Community influentials may participate in formal structures, informal structures, or a combination of both.

The statuses which community influentials are given and the roles which they are expected to pla, are relevant to the implementation of civil defense programs. The question may be asked, "What roles are community influentials expected to play toward civil defense?" Answers to this question may be obtained by analyzing the past and present roles which community influentials have played in community affairs.

Rank--Rank is the standing of the specific actors and sub-systems of the community. The rank given the individual occupying the office of mayor may be determined in part by the status the community gives the office of mayor and the extent to which the mayor has performed the roles which the community expects him to play. In addition to ranking the mayor, the community may consider other status-roles which the individual is occupying. They may include father, church affiliation, formal organization membership, and participation in informal groups.

Community influentials may occupy several status-roles. The power which community influentials are perceived to possess is a function of the range and number of status-roles which they possess in the various social systems of the community. If the local civil defense director is to evaluate the relative ranking of community influentials, he must know the status-roles which community influentials have occupied in the past and present. The performance of community influentials in occupying these status-roles may provide information for determining the roles which community influentials may play in relation to civil defense.

Sanction--Sanctions are the rewards and penalties which the social system utilizes to induce conformity in the adherence to its norms. Sanctions may be either positive or negative.

If the local civil defense director legitimizes certain phases of the civil defense program with the power structure, community influentials may participate and become involved in civil defense programs. Positive sanctions may be given by community influentials who legitimize community action.

The failure to legitimize community action with the relevant power structure may result in negative sanctions. Community influentials may be in a position to block community action by withholding needed resources, verbally attacking the program, or organizing in a manner to block the community action.

Facility--Facilities are the means used by the social system to attain its goals. Within the community there may be general consensus on the goals, but members may differ on the facilities or alternative means which are acceptable to achieve the goals.

For example, the community may have as a goal the development of a community park. Some members may want the city government to purchase and operate the park by allocating tax revenues to the project. Other members may want to purchase the park through a community fund raising drive. The community members differ as to the means to be used to attain the goal of a community park.

In attaining civil defense goals, the civil defense director needs to consider the means which are available for achieving goals. Community influentials may have a knowledge and understanding of the community's resources. In addition, community influentials may have access to or control facilities essential to the success of civil defense programs.

Power--Power is the capability to control the behavior of others. Power is divided into two components which include non-authoritative and authoritative control. Throughout this research report these two components will be referred to as influence and authority. Influence is that capability to control the which is not built into the authority component of

status-role. Authority is the capability to control the behavior of others as determined by the members of the social system.

Within the community, the power which individuals have in determining the course of community action is not randomly distributed. Some community actors, for example, the banker, the president of the Chamber of Commerce, and an influential businessman may have relatively large amounts of social power. Other community members, such as the laborer, the housewife, and the office clerk, may have relatively little social power as individuals.

In initiating and implementing civil defense programs, the local civil defense director needs to involve the community members. Certain community members may be perceived to influence the decision-making process of the community. These individuals may play a vital role in the adoption of civil defense by the community. For example, community influentials who have favorable attitudes toward civil defense may influence the community members to participate in civil defense programs to provide protection for the community members in case of war.

Social system processes

The social system model views the elements of the community in a static form. This static model has utility in analyzing social systems.

In reality the elements of the social system do not remain static for any length of time. Within each community there are processes which mesh, stabilize, and alter the relationships between the elements through time. As defined by Loomis (12) each process is characterized by (1) a consistent quality of regular and uniform sequences and (2) is distinguishable by virtue of its uniqueness. These master processes which integrate or involve several or all of the elements are communication, boundary maintenance, systemic linkage, socialization, social control, and institutionalization. To help

clarify the elements of the community in a dynamic form, these master processes
will be defined.

Communications--Communications is the process by which man transmits
information, decisions, and directives to other members of the social system.
Communication is the exchange of meaningful symbols among the actors.

Community influentials affect the decision-making process of the community
through interacting with other community influentials and citizens of the
community. It is through man's ability to communicate with meaningful symbols
that individual actors in the community bring attention of various problems to
community influentials.

Through the process of communication the civil defense director can
change community influentials' knowledge, opinion, and attitudes about civil
defense programs. Communication as a process is basic to the civil defense
director's program.

Boundary maintenance--Boundary maintenance is the process by which the
actors within the system and others outside are made aware of the identity
and uniqueness of the community from other systems. The boundary may be
explicitly defined, i.e., political boundaries. The community as a social
and economic entity often extends beyond the political boundary. Community
influentials in a rural town may affect policy of an area which includes the
town and the outlying or surrounding townships. From this viewpoint, the
boundary of the community may be implicitly defined.

Civil defense directors are responsible for civil defense in plicitly
defined areas. He should be aware that the community in which he is initiating
civil defense is likely to overlap with other political entities which have
been given a responsibility for civil defense. Community influentials may
have the capability to control others beyond the political boundaries of the

city or the town. Prior to implementing a social action program, a civil defense director needs to delineate the community over which community influentials have social power.

Systemic linkage--Systemic linkage is the process by which one social system relates itself to other social systems and interacts with these systems. In striving toward community goals, influentials may provide the link between the community and its sub-systems. For example, community influentials implementing an industrial development program may provide the link between the newly created industrial development commission and formal organizations. Community influentials who may be informal leaders in formal organizations may obtain support from the formal organization for the industrial development program.

Likewise, the local civil defense director needs to analyze various linkages and ways in which he can implement a dynamic civil defense program to involve the community influentials and other sub-systems. Through linkages with community influentials, the local civil defense director can obtain access to formal organizations. This action may provide the local civil defense director with the opportunity to discuss civil defense goals and objectives with community members who participate in formal organizations. This may result in changing attitudes and obtaining support for civil defense activities.

Socialization--Socialization is the process through which the social and cultural heritage is transmitted. It is through this process that individual actors learn the skills, beliefs, ends, and norms of a society.

Through the process of socialization younger members learn the roles which are expected to be played by community influentials. In the community there is a socialization process through which a person desiring to become a

community influential must pass prior to obtaining a position of power in community affairs. The person desiring to obtain social power is expected to fulfill certain roles which may include participating in formal organizations, showing community interest, serving on community committees implementing action, be successful in a career, and participate in a church.

A knowledge and understanding of the socialization process can aid the civil defense director in two ways. First, if he has knowledge of the process through which younger community actors are expected to pass prior to becoming a community influential, he may be able to predict some of the future community influentials. Secondly, a knowledge and understanding of the socialization process of community influentials may assist the local civil defense director if he should desire to become a community influential.

Social control--Social control is the process by which the social system rewards and punishes its members. The elements norms, power, and sanctions are interrelated in the process of social control in the community.

Community influentials play an important role in the process of social control within the community. These persons having proportionately more power are in a position to give rewards for conformity to the community's norms. They are also in a position to utilize sanctions which can block community action.

Institutionalization--Institutionalization is the process whereby human behavior is made predictable and patterned; social systems are given the elements of structure and process of function. Community members in the process of socialization learn norms and sentiments. These elements are articulated by community members in similar ways within a wide range of situations. In this way human behavior can be predicted.

Through understanding the institutionalized patterns of the social
system, a change agent, such as the local civil defense director, may in-
crease the probability of initiating and implementing social change in the
community. For example, if a change agent understands the norm of legi-
timizing action with community influentials, he can legitimize the program
with the community influentials who are perceived to have social power in the
issue area for which action is to be initiated. Failure to understand the
institutionalized patterns of the local community may result in community
influentials blocking new programs.

Conditions for social action

In addition to the elements and processes, there are certain attributes
of social systems which are never completely controlled by the system's
members. These are referred to as general conditions for social action.
They include territoriality, size, and time. These three concepts will be
defined.

Territoriality--Territoriality refers to the physical area of the social
system. Since community actors are limited in energy and mobility, they
may occupy only one physical position in the spatial area of the community
at a given time. The spatial limitations of the community determine within
limits the amount of space each community member or group may have, the
frequency and intensity of interaction among community members, and the
probabilities of systemic linkage among both formal and informal groups.

Size--Size refers to the number of actors in the territory capable of
action. Communities vary in size. Small communities in rural areas may
have less than 1,000 community members. Large communities may exceed
several million actors.

In this section a social system model has been defined. One of the nine elements of the social system is power. This research study is concerned with only one aspect of the total community or social system, namely, the element of power. For this research study the other elements of the social system can be assumed constant for the purpose of constructing a theoretical model to guide the research. In reality, the authors recognize that power is interrelated and in interaction with the other elements of the social system. The interrelationships and interactions of the other elements of the social system model with power will be taken into account only to the extent that they interact intensively and become a major factor in understanding power.

Within the community or social system the concept of power possesses overtones of stigma in the minds of many community actors. The idea that one man can influence the life of another goes "against the American grain" because it is in direct conflict with the basic tenets of the American creed. This creed is the ingrained belief of many Americans that every man is created equal and has an unabridged right to pursue happiness without fears for his well being or restrictions on his freedom in any way whatsoever.

The members of the Iowa State research team possess this heritage and are an integral part of it. However, as research workers, we must report the data based upon the empirical evidence available. The studies available indicate that these abilities to influence the lives of others are differentially distributed among the people who live in the various communities throughout the country.

Several conceptions of social power have been reviewed for the purposes of delineating and defining a social power model. The following section will briefly examine some of the conceptions of social power.

Conceptions of Social Power

Social scientists have identified social power with prestige, influence,
eminence, competence, knowledge, authority, and many other terms. These
different conceptualizations suggest that the phenomenon of social power
has not been defined in precise terms from a theoretical standpoint. One
purpose of this brief review is to clarify the concept of social power to
determine what is and what is not being studied.

Weber defined power in the following manner:

> 'Power' is the probability that one actor within a social relation-
> ship will be in a position to carry out his own will despite
> resistance, regardless of the basis on which this probability
> rests (26, p. 152).

He has conceptualized power as being an aspect of most social relation-
ships with the possibility of a person imposing his will upon the behavior
of other persons. However, Weber recognized two different types of power.
The first type is derived from a constellation of interests in which power
is exercised due to individual position and personal attributes. The second
type of power is derived from established authority in which the ruler has
the right to command and the ruled have the duty to obey because the system
is so established.

Weber formulated three ideal types of authority based on beliefs in the
legitimacy of the authority. First, legal domination exists where the
legitimacy of the system is based on rules which are valid for all members of
the corporate group. The second type, traditional dominance, is based in the
belief that the legitimacy of the authority has always existed. Third,
charismatic domination is based on the belief that the authority of power of
command exercised by a leader is by virtue of his magical powers, revelation,
heroism, or other extraordinary gifts. Although these three ideal types of

domination are not found by themselves in the empirical world but in combinations, Weber believed these concepts would be useful in analyzing combinations in terms of their legal, traditional, and charismatic elements.

As mentioned earlier, Weber recognized other aspects of power. Custom, affectual ties, a purely material complex, or ideal motives were viewed as possible explanations of why members of an administrative staff may be bound to obey their superior (or superiors). However, Weber's contribution to the theory of social power is largely through his conceptualization of established authority.

Lasswell and Kaplan (11) define the concepts, influence and power, in terms of value orientation. In their theoretical framework influence is the more general term. Power is viewed as a special case of influence.

Values are defined as desired events or goal events of individuals and groups. Two categories of values are (1) welfare values which are concerned about the maintenance of physical activity of the person; and (2) deference values which consist in being taken into consideration in the acts of others and of the self. Lasswell and Kaplan mention well being, wealth, skill, and enlightenment as examples of welfare values. Power, respect, rectitude, and affection are viewed as examples of deference values.

Value patterns are the distribution of the values among members of a social system. Members or groups of a social system hold values in the value pattern in differing degrees which is known as value position. A person or group with a comparatively large share of a value occupy a favorable value position. Lasswell and Kaplan point out that persons or groups with a high position with regard to one value tend to approximate a high position with regard to other values as well. Value potential is the value position which is likely to be occupied as the outcome of conflict.

Influence, then, is value position and potential. The value position may remain constant and an individual or group may become more influential. The group, for example, may have a constant value position with increasing influence due to increased potential in social organization.

The exercise of influence consists in affecting policies of others than the self. Lasswell and Kaplan state:

> To have influence is to occupy a high position (and potential) with respect to all the values important in the society. Influence is exercised when its possession affects the interpersonal relations of those (other than the self) active in the shaping and enjoyment of the values (11, p. 71).

As was mentioned earlier, power was viewed by Lasswell and Kaplan as a special case of the exercise of influence. In addition to the process of affecting the policies of others power has the element of applying sanctions for non-conformity with the policies intended. Power utilizes means to bring about effective control over policy.

Authority is defined by Lasswell and Kaplan as formal power. The person of authority has legitmate possession of power. The social system has assigned the person of authority power and members of the system expect him to have power and regard his exercise of it as just and proper. The word authority designated both the person and the formal power that he possesses. The person who exercises authority is responded to, not as a person, but as the embodiment of authority.

The bases of influence and power are explained in terms of values since to have high influence or power is to occupy a high value position. The base values of influence and power are power, respect, rectitude, affection, well being, wealth, skill, enlightenment, or favorable position with regard to any value. Lasswell and Kaplan state that ". . . it is of crucial importance to recognize that power may rest on various bases, differing not only from culture

to culture, but also within a culture from one power structure to another
(11, p. 85).

Lasswell and Kaplan view authoritative power and non-authoritative power
as interacting. Persons or groups with non-authoritative power may desire
to acquire authoritative power or exercise control over those persons of
authority.

Parsons defined power as:

Power we may define as the realistic capacity of a system-unit
to actualize its 'interests' (attain goals, prevent undesired
interference, command respect, control possessions, etc.) within
the context of system interaction and in this sense to exert
influence on processes in the system (18, p. 95).

Social power, as viewed by Parsons, is the result of three sets of factors:

1. Valuation of a unit (individual or collectivity) of a social system
   is according to value standards, whether completely common throughout
   the system or not, and including both the quantitative and qualitative
   aspects of judgment in relation to standards.

2. The degree to which an actor or actors of a social system is permitted
   by other actors in the system to deviate from those standards in per-
   formance.

3. The control of possessions which is a source of differential advan-
   tage in bringing about a desired result (including preventing one
   not desired).

The roots of authority begin once the influence in the action of others
in a social system has become an institutionalized expectation of a role.

Parsons states:

Authority, finally, is full blown when this institutionalized
expectation comes to include the legitimation of 'coercive'
sanctions, that is the right to impose consequences deprivational
to alter in case he fails to act as ego has an institutionalized
right to expect he will, and of course to use the 'threat' of
such consequences to motivate alter to 'conform' (18, p. 96).

Authority, then, is institutionalized power over others.

Power and authority have common roots. Both power and authority have
the common elements of social interaction and normative control. Parsons

noted that authority is not an isolated phenomenon. Authority is part of a larger family of mechanisms of social control each of which may involve an element of authority, but also other elements as well. Parsons recognized problems in differentiating power and authority analytically.

French (9) conceptualized a theory of social power to explore the extent to which the influence process can be explained in terms of patterns of inter-personal relations. His theory reduced the process of influence to a summation of interpersonal influences which takes into account three complex patterns of relations: (1) the power relations among members of the group, (2) the communication networks or patterns of interaction in the group, and (3) the relations among opinions within the group.

Power is defined by French as:

> . . . the power of A over B (with respect to a given opinion) is equal to the maximum which A can induce on B minus the maximum resisting force which B can mobilize in the opposite direction (9, p. 183).

In his framework the basis of interpersonal power is the more or less enduring relationship between A and B which gives rise to power. According to French, there are five bases of power: attraction power, expert power, reward power, coercive power, and legitimate power.

The bases of power can vary in strength. Therefore, there will be variations in B's liking for A, in B's respect for the expertness of A, etc.

According to French's theory, as the bases of power of A over B increase the resultant force exerted by A over B will also tend to increase. The result will increase the amount of change produced in B.

Loomis defines power as ". . . , the capacity to control others" (12, p. 20). Power is composed of two components which are classified as authoritative and non-authoritative.

Authority, the authoritative component of power, is the right to control others as determined by members of the social system. Established authority resides in the status-role, not in the individual. The incumbent of an office cannot take the authority with him upon leaving the office. To some degree authority is always institutionalized. The incumbent of a status-role is expected to have certain rights and responsibilities.

The non-authoritative component is sub-divided into unlegitimized coercion and voluntary influence. Unlegitimized coercion is exemplified when one actor originates action and another actor responds or obeys unwillingly. The basis of coercion may be either physical or mental or both. Unlegitimized coercion has a tendency toward one way interaction with the superordinate giving orders or forcing the subordinate without the respondent's consent.

Voluntary influence is defined by Loomis " . . . as control over others which is not built into the authority component of the status-role but results from the willingness of the subordinate to become involved by the superordinate" (12, p. 21). The capacity to influence may reside in the individual actor and his facilities, but it does not reside in the status-role. The bases of influence are skill in manipulating people, social capital resting upon past favors, superior knowledge of the social system, wealth, reputation, or certain outstanding qualities.

Authoritative and non-authoritative power interact. Therefore, a politician may hold the office, but a power behind the throne may pull the strings and actually control the office.

Summary

Although the social scientists reviewed above have conceptualized social power in somewhat different ways, there are certain common elements in the

conceptualizations. The common element in the concept of social power as defined by Weber, Parsons and Loomis is the probability or capability of an actor to bring about a change of behavior in others. Although Lasswell and Kaplan conceptualized influence as the more general term, they defined power as having an element of applying or threatening to use sanctions. French's conceptualization includes various bases of power.

The social scientists above clarify the concept of social power by differentiating its major components. Although they used different terminology there is agreement that social power is composed of authoritative power and "something else." The "something else" is conceptualized in this report as influence. Weber was primarily concerned with authoritative power although he recognized bases other than belief in legitimacy. Lasswell and Kaplan defined influence as the more general term with power including the elements of influence plus sanctions. The conceptualization of Parsons views authority as institutionalized power. French recognized legitimate power (authority) as different from other forms of power having attraction, expertness, rewards, and coercion as bases. Social scientists agree that social power consists of authoritative power and "something else."

Social scientists recognize social power as having different bases. In Weber's case it was a belief in the legitimacy of authority although he saw other bases such as affectual ties and material complexes as reasons why a subordinate would obey a superordinate. The bases of influence and power as defined by Lasswell and Kaplan are values which include power, respect, rectitude, affection, well being, wealth, skill, and enlightenment. Parsons viewed power as the result of three sets of factors which included the control of possessions. French defined five bases of power, attraction power, expert power, reward power, coercive power, and legitimate power. The bases of power

in Loomis' framework are belief in the legitimacy of authority, skill in
manipulating people, wealth, reputation, and others.

For the major portion of the theoretical framework the authors have ac-
cepted the conceptualization of Loomis for guiding this study of social power.
His clear and simple conceptualizing of social power as having two components;
authoritative power and non-authoritative power, includes the major elements
presented above. For the purpose of operationalization his definition of
the concept of power would appear to present fewer methodological problems.
His conceptualization of social power as an element of the social system also
is compatible with the objective which is to study social power in social
system context; a community.

A Social Power Model

The research team of rural sociologists at Iowa State University delin-
eated and defined a social power model. The model was developed for studying
social power in community and county social systems. The model was operation-
alized in five Iowa communities. Two publications have been completed which
show development of the model, operational procedures, and empirical tests
of hypotheses. The model was first operationalized by Powers (20). In a
later study the social power model was operationalized by Tait (23). Although
there have been different approaches to the study of social power by various
social scientists, the authors believe that this model presents a meaningful
framework for the analysis of social power.

Social power

Social power is the capability to control the behavior of others. In the
various communities throughout the United States, the ability to influence the

behavior of others is differentially distributed among people. Social power is not randomly distributed among the community's population.

The definition states that social power is a capability. Generally, social scientists agree that social power requires facilities or bases. The capability which an individual actor has to control the behavior of others in the community may rest upon different facilities or bases. The bases of social power may include wealth, skill, knowledge, human relations abilities, authority, contact with outside community influentials, and many others.

For example, the banker may be able to grant a loan for the establishment of a new industry in the community. Without his position as a banker, he is unable to grant loans for industrial development. The capability which the banker has to control the behavior of others in industrial development rests partly in his position. Other bases also affect the capability to control others such as community interest, knowledge of industrial development, prestige in the community, etc.

In the community, certain actors have more social power than other actors. These actors often determine the course of social change. They may have the power to decide whether the community will promote industrial development, develop a community park, reorganize school districts, improve the city sewerage system, or have an adequate civil defense program.

Social power is conceptualized as having two major components. They are authoritative power which will be referred to as authority and non-authoritative power which will be referred to as influence.

Authority--Authority is the capability to control the behavior of others as determined by the members of the social system. Established authority always resides in a status-role and not in the individual as such. The incumbent of a status-role or office cannot take the authority with him upon leaving the office.

For example, a middle aged man who is editor of the local newspaper may be perceived as a community influential. He is not currently holding an elective office in which the community has defined the social power which can be exercised. He is not now serving in formal offices in service organizations although he is an active member. His influence over the behavior of others in the community may rest upon his human relations skills, knowledge of the things which need to be done, his past achievements which include serving in formal offices in service organizations, and his control over mass media. People in the community may be willing to become involved with the newspaper editor as a superordinate based upon his influence.

Persons in the community who have the most power may not be in authority positions. When the local civil defense director seeks individuals to help support a specific civil defense program, he may find the individuals with relevant social power not in authority positions.

In addition to the two major components of social power, a third major concept has been delineated for studying social power in community and county social systems. This concept is power structure.

Power structure--A power structure is that pattern of relationships among individuals which enables the individuals possessing social power to act in concert to affect the decision-making of the social system on a given issue area. To clarify the concept, individuals working separately toward a common goal in the social system without communication among the individuals does not constitute a power structure.

Within the community, there is likely to be disagreement on many issues. An individual actor may not be able to exercise social power to affect the decision-making process of the community. Individuals forming patterns or relationships can exert more social power; thus, they are more nearly able to affect the course of community action.

Power structures may vary depending upon communities and issues. In some cases one power structure may legitimize most community actions. The same structure of community influentials may legitimize action in business, government, industrial development, and recreational improvement. Although one power structure may legitimize action in most issue areas, other power structures may legitimize such programs as little league baseball, old settler's days, community clean-up days, and other less important issues. While one general power structure may exist, it is likely that other power structures legitimize action in less relevant issue areas.

In many communities there are many power structures. The community influentials who affect the decision-making process in government may differ from the community influentials who decide the course of industrial development. A general power structure which legitimizes most social action programs may not exist.

Power structures may consist of both men of influence and authoritative power holders. For example, the power structure which initiates a new city park may consist of community influentials who are men of influence and formal office holders. The person who initiates the city park program may obtain support from the newspaper editor, wi   , received to be a community influential. He informally gives his support to the program and joins with the group in presenting the program to city council members and the mayor. The initial legitimation may climax when the formal power holders give formal approval and establish a committee for the purpose of securing land for park development. The power structure in this issue included community influentials who had the capability to control the behavior of community influentials who had formal power. There was interaction between men of influence and men of authority.

Related Concepts

In addition to the major concepts of the social power model which have been defined, other concepts which are relevant to social power will also be defined. The expected logical relationships among the major and related concepts will be stated as general hypotheses in Chapters 5 through 12. The relevance of the concepts to the civil defense organization will be pointed out prior to deriving each general hypothesis. The purpose of this section is to state and define additional concepts which are relevant to understanding social power.

Community actors--Community actors are the people who live in the social system.

Community influentials--Community influentials are the actors of the social system who are perceived to have social power and affect the community decision-making process. They are perceived to have more power than other actors with which to affect the decision-making process of the community.

In this report the concept community influentials will refer to men of authority, influence, or a combination of both. Community influentials will refer to the actors of the social system wh are perceived to have more social power to affect the community decision-making process than other community actors regardless of the bases upon which the power rests.

Personal and social characteristics--Personal and social characteristics are the attributes of the community actors. The attributes may include occupation, family income, formal education, age, sex, size of household, home ownership, length of residence, military service, and political orientation. In the social system the personal and social characteristics of the community actors will probably vary. Community influentials may differ in personal and social characteristics in comparison with other community actors.

Existence of social power--Existence of social power is the perception
that some community actors have more social power with which to affect the
community decision-making process than other community actors. For example,
community actors may perceive that the local political chairman may have more
power than the laborer who lives in the same precinct to affect the course of
community action. Since social scientists agree that power to affect the
community decision-making process is not randomly distributed, community
actors may perceive a small number to affect decision-making in the community.
Although all actors may participate in action phases of programs, a few actors
may be perceived to determine the course of community action.

Legitimation--Legitimation is the positive sanctioning of social action
by community influentials. Positive sanctioning refers to community influen-
tials approving social action which may affect changes in the community. Com-
munity influentials may apply positive sanctions by initiating or giving verbal
approval to new programs such as civil defense. However, they may withhold
legitimizing or giving approval to new social action programs. Community
influentials may block the new programs which the change agent, such as the
local civil defense director, desires to initiate. Failure of the change
agent to legitimize new programs with the relevant community influentials may
result in the community influentials blocking the program.

Exercise of social power--Exercise of social power is the application of
social power by community influentials to (1) initiate, legitimize or give
approval to social actions; (2) implement decision by participating in action
phases of community programs; or (3) block community programs by withholding
legitimations and resources. A banker, for example, may play a role behind
the scenes in legitimizing and giving approval to the formation of an indus-
trial development council. The banker has exercised social power to affect

the community decision making process

At later stages when the industrial development council implements the decisions which have been made, the banker may participate in carrying out the decisions. He may participate actively on a committee to obtain new industries. This may involve discussing the advantages of the community with representatives of prospective new industries.

The banker may not give approval to the industrial development council. In addition, he may withhold resources which are needed for the successful initiation and implementation of an industrial development program.

Community influentials may participate only in the decision-making process of the community. They may not become involved in implementing or carrying out decisions. The extent to which community influentials participate in both decision-making and action phases of issue areas may vary depending upon the size of community. In larger communities influentials may tend to participate largely in the decision-making process while influentials in smaller communities may participate in both decision-making and action phases. In this research study exercise of power will refer to affecting the decision-making process, participating in action phases to implement decisions, or blocking community programs.

Latent social power--Latent social power is the capability of a community actor to control the behavior of others without a knowledge by the community actor that social power has been exercised. Within the community, actors make decisions and determine their course of action based on their knowledge and perceptions of other community actors. They may not choose to interact directly with the community actors who exercise social power over them and control their behavior.

The members of the industrial development council may formulate a program

to obtain the support of the community's most prominent banker. They may
desire financial support from the banker for the following year. In an effort
to obtain the banker's full cooperation at a later point in time, the indus-
trial development council may make decisions based on how they perceive the
banker would make a similar decision. The decision may be made on the basis
of the group's previous knowledge and interactions with the prominent banker.
The exercise of social power by the banker in this situation constitutes
latent social power.

Community influentials will probably exercise latent social power over
other community actors. Other community actors may be seeking to obtain
rewards from community influentials at some future point in time. In an effort
to obtain the future support of the community influentials, the community
actors may make decisions based on how they perceive the community influen-
tials would make similar decisions. Through this process community influentials
exercise latent social power over other actors in the social system.

Issue area--Issue areas are subject matters of concern to community
actors in determining the course which the community will take to achieve
its ends, goals, or objectives. The issues which are considered by the
community may be initiated by individual community actors, informal groups,
or formal organizations. Within the social system there are different issue
areas. Community issue areas may include economic, political, educational,
recreational, civil defense, health, and other issues.

Community actors will probably differ in their perceptions on the rele-
vance of issue areas for the community. In addition, the community influen-
tials will probably perceive different levels of community issues. For
example, the businessmen who are among the community influentials may perceive
that industrial development is vital to improve the economy of the community.

This issue area may be perceived by other community influentials as a major issue area. At another level, some community actors may perceive that the development of a community park is relevant to the improvement of the community. The community actors who participate in the decision-making and action phases of recreational development may vary from those in the industrial development issue area. In the community there are likely to be different levels of issues and different actors concerned with each issue area.

Community influentials may legitimize or initiate action in the major issue areas. They may legitimize action in Industrial development, programs for retail sales increase, politics, and others. Community issues such as old settler's day, the paving of a street, or the campaign to get out the vote may not concern the community influentials. An under-structure of community actors may legitimize and implement actions in lower level issues. Community actors who participate in different issue areas are likely to vary.

Monomorphic power structure--Monomorphic power structure is a structure of power in which the same persons are the most powerful in different community issue areas. For example, in a monomorphic power structure community influentials who affect the decision-making process in business also are the actors who affect the decision-making process in industry, education, politics, and other major issue areas. Although the same community influentials are the most powerful in each issue area, the structural relations among the top community influentials may vary depending upon the issue area. A prominent educator who is among the community influentials in a monomorphic power structure may play a different role though important, in the decisions relating to industry in comparison with education. The other community influentials may rely on his knowledge and resources about education; but in industry they may rely more heavily upon the banker because of his knowledge and resources.

While both the educator and the banker are a part of a monomorphic power structure, they play different roles depending upon the issue area. Each community influential in a monomorphic power structure may contribute different resources depending on the issue area.

At another level the structure of power within a single issue area may be monomorphic. Community influentials in industry who make nearly all the decisions which affect the course of industrial action constitute a monomorphic power structure. While a monomorphic power structure may not exist when comparing several issues, a monomorphic power structure may exist within each issue area.

In comparing community power structures in issue areas the same community influentials may be the most powerful in each issue area. However, another group of community influentials may be challenging the social power which the top community influentials possess. They may desire to displace the existing monomorphic power structure. In this research report a monomorphic power structure will also constitute factions only if one faction is the most powerful in the major issue areas, or in a general power structure including all issue areas.

Polymorphic power structure—A polymorphic power structure is a structure of power in which different persons are the most powerful in different community issue areas. One type of a polymorphic power structure refers to different community influentials in each issue area. For example, the community influentials who have the most social power in industry are completely different from the community influentials in other issue areas.

As used in this report, a second type of polymorphic power refers to the situation where the same persons are the decision makers in all issue areas, but the persons perceived to have the most power in each issue area differ.

A group of 20 community influentials may represent the decision-makers in education, recreation, and politics. The ranking or ordering of the most powerful in each issue area may result in different persons being perceived as having major power positions in education, recreation, and politics. This constitutes a polymorphic power structure.

Within a single issue area the structure of power may be polymorphic. In education the social power may be distributed between two factions. One faction may control the formal positions on the local school board. Another faction may have power to defeat school bond issues proposed by the school board and other school officials. The social power to affect the course of education is distributed between the two factions. The two factions within the education issue area would be defined as representing a polymorphic power structure.

Although the power structures among and within issue areas may be polymorphic, a small number of generalized community influentials may appear. A few community influentials may appear among the power structures in different community issue areas. For example, the newspaper editor may have social power in business, industry, politics, and education. He may affect the decisions which are made in each of these issue areas. The other community influentials who are perceived to have power in each area may vary. While a few generalized community influentials may appear, the power structure is defined as polymorphic if community influentials generally vary depending upon the issue area.

A polymorphic power structure may also exist when there are two or more general possessing power in a number of issue areas; power structures possessing relatively similar amounts of power. For example, if there are older age and middle age power structures each with nearly equal power and each

influencing public opinion and community decisions in a number of issue areas
including civil defense, this would be defined as polymorphic power structures.

Sources of power--Sources of power are the bases which give a community
actor the capability to control the behavior of others. The social power of
community influentials may rest upon various sources of power. The sources of
power may include wealth, skill, knowledge, human relations abilities, author-
ity, contact with outside community influentials, and access to external
community resources.

A community influential, such as a businessman, may be perceived to have
social power due to knowledge of problems, economic interest in the community,
long-time residence, and human relations skills. Another community influential
may have as sources of power his status-role as mayor of the community, link-
ages with influentials in other communities, and ability to organize and plan.
Community influentials may have social power based on different sources.

Community influentials' participation in specific issue areas may be re-
lated to their sources of power. A community influential who is a banker
will probably be concerned with industrial development due to its potential
to help improve the economy of the community. A professional welfare director
may be perceived to have social power in programs for the aged based on his
knowledge and understanding of social problems. In initiating and planning
social action programs, community influentials may have sources of power
which are relevant to implementing the program.

Role performances--Role performances are the activities and responsibil-
ities which community influentials are expected to have fulfilled prior to
becoming a community influential. Community actors may need to fulfill an
expected set of roles prior to becoming a community influential. A community
actor may be expected to join and participate in certain formal organizations,

affiliate with a church, and participate actively in community affairs.
Fulfillment of these role performances may contribute to the accumulation
of power in the community.

Let us assume for example that a newcomer to the community desires to
become an influential. He may be expected to fulfill certain roles prior to
accumulating social power. The roles may include participation in community
activities, joining and participating in service organizations, and affili-
ating with a church. In addition, the community may expect him to conform
to the community's norms. Failure to fulfill the expected role performances
and conform to the community's norms may result in the failure of the new-
comer to become a community influential.

Community influentials' civil defense knowledge, sentiments, sources of information, and actions

If the local civil defense director is to involve community influentials
in civil defense programs, he needs to understand their present knowledge,
sentiments, sources of information, and actions with respect to civil defense.

The community influentials may not be aware of the possible effects of a
nuclear war upon their community if one were ever to occur. In addition,
they may not have an understanding of the civil defense organization goals
and objectives.

Community influentials probably have various sentiments about the
possibilities of nuclear war and the activities of the civil defense organiza-
tion. The sentiments or feelings which community influentials have toward
the possibilities of nuclear war and the activities of the civil defense or-
ganization are probably closely related to their beliefs about nuclear war
and the civil defense organization.

In addition to their beliefs and sentiments about civil defense, the community influentials may have obtained information about civil defense programs from different sources. If the local civil defense director has a knowledge of the sources through which community influentials have obtained information about civil defense, he may be able to utilize these sources to better communicate the goals and objectives of a civil defense program.

Community influentials may also have participated in action phases of the "building system" of the civil defense organization. For example, if a community has initiated and implemented a civil defense program such as shelter management training, community influentials may have played key roles in legitimizing and implementing the program.

The local civil defense director has the responsibility of involving all of the people (actors) of the community in civil defense programs. Community influentials who have the capability to affect the decision-making process and influence the beliefs and sentiments of all community actors may play a role in initiating and implementing civil defense programs. If the local civil defense director has an understanding of the community influentials' beliefs, sentiments, and sources of information about civil defense, he can plan a program which may (1) change or reinforce the knowledge which community influentials have about civil defense, (2) change or reinforce the sentiments or feelings which community influentials have about civil defense, (3) change their sources of information, and (4) increase their participation or action in civil defense programs.

One of the objectives of this research report is to determine the civil defense knowledge, sentiments, and sources of information of community influentials in one community. Before presenting the knowledge, sentiments, and sources of information of the community influentials in Chapter 3, the methodological procedures of the analysis of the social power data will be presented.

CHAPTER 4

METHODOLOGY

Introduction

The previous chapter defined the concepts of the <u>social power model</u>. The derivations of the expected relationships among concepts will be presented in the following chapters. The expected relationships of concepts in the <u>social power model</u> will be stated as general hypotheses.

The objectives of this chapter are: (1) to present a descriptive analysis of the community selected for study; (2) to discuss the alterna've approaches to the study of social power; and (3) to state field procedures and instruments which were used for the purpose of testing the <u>social power model</u>. The following section will describe the social system selected for study.

The Social System

In the United States approximately 38 percent of the total population live in communities under 50,000 or in rural areas. This represents 69.4 million people. These people are in large part responsible for the production of food and fiber for the United States. The community selected for empirically testing the social power model is one of these communities resp sible for the production of the nation's food and fiber.

The social system which was selected for the study of social power is Prairie City.[1] This small city of 4,501 inhabitants, according to the 1960 census, was selected for study due to its participation in the initiation

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[1]Throughout this report the names of individual community actors, communities, and counties are pseudonyms to protect the identity of the real names.

and implementation of the Midwest County Civil Defense Exhibit. For an analysis of the initiation and implementation of the Midwest County Civil Defense Exhibit the reader is referred to another report in the Iowa State University series of Sociological Studies in Civil Defense: Social Action in Civil Defense.[1]

Prairie City, as a geographic unit, meets the criteria of the social system as defined in the social system model in Chapter 3. As a social system, it is the dominant social and economic locus of Midwest County. The city is located in the geographic center of the county. Midwest County is located on the rich agricultural plain of the North-Central United States.

With a population of approximately 4,500 people, Prairie City is the only urban center in Midwest County. The rurally-oriented city provides professional services, banking facilities, supplies major production goods needed by the farm industry, is a market for farm products, and offers the major necessity and convenience consumption goods for a large central portion of the county. Although there are six additional communities located in the central portion of the county, they offer no major economic competition to Prairie City. These convenience centers are Aurora (population 400), Wheatland (population 300), Lester (population 200), Early (population 150), Rutland (population 150), and Stranton (population 150).

The other communities offer economic competition to Prairie City. The economic services of Prairie City are in competition with Grove City which is located in Grove County. Grove City, a community of 30,000, is located 16 miles north of the Midwest County line. A second community which provides

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[1] Beal, George M., et. al. Social action in civil defense. Sociological studies in civil defense, Iowa Agricultural and Home Economics Experiment Station, Iowa State University, Ames, Iowa. 1964.

economic and social services which are in competition with those offered
by Prairie City is Mapleton. This community of 5,900 is located two miles
south of the Midwest County line in Farm County. Although these two com-
munities provide economic competition for Prairie City, it is the dominant
social and economic locus of Midwest County.

The early history of Midwest County reveals that the first settlers
arrived during the 1850's. During the same period Prairie City began to
develop as a community. The census of 1856 revealed that the early pioneers
of Midwest County listed 22 different states and 7 foreign countries as
their birthplaces. Of the 780 inhabitants in 1856, over half were born
in Ohio, Indiana, and Illinois. A lesser number were born in the east,
primarily in New York, Pennsylvania, Virginia, and Vermont.

The latter part of the 19th century became a period of rapid population
growth in Midwest County. By 1900 the population of Midwest County had
grown to 14,996. During the period 1856-1900 the foreign born from Western
European countries among the total population increased from 5.3 percent to
16.7 percent of the total population. By 1900 the inhabitants of Western
European birth in Midwest County were declining both in numbers and percentage
of the total population.

The analysis of the early ethnic patterns during the period 1856-1900
reveals that foreign born pioneers were among the early settlers. They were
predominately from Western European countries. During the period, settlers
of German, Irish, English, Swiss, Scottish, French, Danish, Norwegian, and
Swedish birth established homes on the fertile lands of Midwest County.
Settlers of Western European birth and their descendants undoubtedly played
an important role in the social and cultural development of both Midwest
County and Prairie City.

Table 1 shows the population growth of both Midwest County and Prairie City. The table points out that the county population grew rapidly until the turn of the century. Although the population of Midwest County continued to increase until 1930, the rate of growth declined. The county reached its highest population total in 1930. The population declined relatively little during the following 30-year period.

While Midwest County reached its population peak in 1930, Prairie City continued to grow. In 1960 the population of the community was 4,501. During the period 1950-1960 the population of the county decreased by 796, but the population of Prairie City increased by 69. The population data reflect changes which are occurring in the rural areas of the county. The migration of farm and rural residents from Midwest County has not been offset by the increase in Prairie City.

Table 1. Population of Midwest County and Prairie City by selected periods

Year	Midwest County	Prairie City
1856	780	--
1870	4,738	--
1900	14,996	2,727
1930	16,382	3,473
1960	15,472	4,501

Economically, Prairie City is primarily dependent upon agriculture. In a recent year Midwest County's 1,885 farms sold over $44 million in crop, livestock, dairy, and poultry products. This agriculture product forms the economic base of both Midwest County and Prairie City. Although Prairie City

is primarily a service and retail trade center for farmers in the surrounding rural area, there are 10 small manufacturing plants. Among the 10 manufacturing plants are two which employ between 50 and 100 people. They are a semi-trailer manufacturing plant and a washing machine parts company. Other manufacturing plants include two dairies, two printing, a hand service tool, a hybrid seed corn, concrete products, and a feed and milling company. Each of these manufacturing plants employs less than 10 people.

The political life of Prairie City involves two major orientations. The first major orientation is the city government whose primary concern is the governmental affairs of the community. In addition, the community has a second major orientation in politics. As the county seat of Midwest County, Prairie City is the center of county political activities.

Both the local and county levels of government have been dominated by the Republican Party. Within the Republican Party there are two factions. The conservative faction which includes several Prairie City influentials controls most elected public offices. The liberal faction which has played a more active role in Republican politics in recent years controls the party machinery. Among the most powerful in this group are some Prairie City influentials and farmers representing rural interests. Although the Democratic Party has not held major or local offices since 1932, in recent years some Democrats running for state offices have obtained more votes in the county than their Republican opponents. The political life of Prairie City and Midwest County appears to be highly interrelated.

The educational institutions probably provide the community with its largest business. According to information provided by the Prairie City superintendent of schools, the community high school has an enrollment of 475 students. The annual school budget, including both elementary and high school, is approximately $780,000 a year. The school system employs approximately

120 people; 80 professional teachers and 40 non-professional workers.

Within Prairie City, there are 13 religious denominations. The churches of the community, which are predominantly protestant, are middle class. One of the traditions or norms of the community is that community members should belong to a church. Among the 13 denominations, the Methodists have the largest membership.

As a social system, one of the elements of Prairie City is social power. This research report will focus primarily on the community influentials who are perceived to have social power in community affairs. If the social scientist or change agent is to study community influentials who are perceived to have power to affect the decision-making process of the community, he must determine which community actors are perceived to be community influentials. Since social scientists have used various approaches to the study of community social power, the following section will present an outline of alternative approaches to delineating community actors which have social power.

Alternative Approaches to the Study of Social Power

Various methodological approaches are available to the social scientist and the change agent to analyze and understand social power in the community. In studying social power, researchers have employed a number of different approaches. Often times these variations have been due to differences in defining concepts and in the method used in locating community influentials. If the local civil defense director or change agent is to delineate the community influentials, he will need some tools to accomplish the task.

Bell, Hill, and Wright (2) have reviewed the different approaches to the study of public leadership. They have classified the various approaches of identifying public leaders (community influentials) into five categories

which are (1) positional leadership, (2) reputational leadership, (3) social participation, (4) personal influence or opinion leadership, and (5) event analysis or decision-making. A brief overview of these approaches will be presented.

In the positional leadership approach the researcher selects persons from among the formal leaders of the community. This approach involves the development of criteria for determining which authoritative positions are relevant to the community decision-making process. Often the community influentials selected include elected political officials, officials of voluntary associations, heads of religious groups, labor union leaders, military officers and others in well-defined positions.

An advantage of the positional leadership approach is its simplicity in identifying community influentials provided criteria are established for determining which formal positions are to be included in the sample. However, this advantage is largely offset by the failure of this approach to locate community influentials who may work behind the scenes to affect community decisions. In addition, if arbitrary lines are drawn to determine the authoritative positions which are relevant to community decisions, then persons occupying lower echelon formal positions, who may have considerably more social power than persons occupying higher echelon formal positions, are eliminated from the sample. The positional leadership approach appears to have limitations if the researcher's objective is to determine the pool of the community's most influential people.

The reputational leadership approach differs from the positional leadership approach in which the researcher decides who will be selected as community influentials. In the reputational leadership approach the researcher interviews community members who are perceived to have a general knowledge of the community.

By asking a series of questions the community influentials are identified.
These community members who are interviewed have frequently been referred to
as community knowledgeables.

Community knowledgables are usually asked to name persons they perceive
to be influential in various community issue areas. Some of the research
designs have included asking the question, "Who are the biggest men in town?"

After adding the number of times each person was mentioned by the
community knowledgeables, the researcher often establishes a certain level
of mentions as the criterion for selecting his final sample of community
influentials. Although the researcher arbitrarily selects the number in
the final sample, the persons delineated through the reputational leadership
approach are determined by the judgments of community knowledgeables.

The validity of the reputational leadership approach depends largely
upon the community knowledgeables' ability to name or identify persons who
affect community decisions. A critical step of the reputational approach
is selecting community knowledgeables who are highly informed about the
community decision-making process. A rigorous process of selecting know-
ledgeables from the various institutions (economic, political, agriculture,
education, religion, etc.) can enhance the validity of the reputational
leadership approach. In addition, the validity of the reputational approach
can be increased by studying the power structures for a relatively large
number of community issue areas.

The reputational leadership approach has the advantage of delineating
community influentials who are informal influentials who operate behind the
scenes as well as authority power holders. One limitation is that its validity
rests on the ability of community knowledgeables to name or identify persons
who affect community decisions. This limitation may be partially overcome

through a more rigorous research design.

The social participation approach has been used as a rough approximation to an operational definition of social power. In this approach the formal organizations of the community are studied. The researcher places emphasis on the degree of participation of community members in the various formal organizations. Each person's individual participation in different activities is combined into an index or scale of social participation. The community members are then ranked with those receiving the highest social participation scores being designated as the community influentials.

This approach provides detailed information on formal offices held, percentage attendance at organization meetings, and committee participation. Although the social participation approach provides detailed information on the participation of community members, it may fail to identify community influentials who do not participate in implementing social action programs. Community influentials who determine the course of community activities may not participate in action phases through formal offices or committee involvement. The social participation approach may fail to identify men of power who operate behind the scenes.

In the personal influence or opinion leadership approach the researcher is concerned with leaders who influence people in matters of decision and opinion formation. Through day to day contacts, people may influence the decisions and opinions of other people. Opinion leaders need not be in formal positions. Within a community there are opinion leaders in each stratum. For example, opinion leaders exist among the business and professional people. Likewise, opinion leaders exist among the unskilled workers.

This approach has the advantage of directly analyzing the formation of opinions by the community actors. In addition, this design assumes that

opinion leaders need not be in formal positions to personally influence other people. The personal influence or opinion leadership approach is applicable to determining the formation of political, economic and religious opinions. While opinion leaders appear in each stratum of the community, it is questionable whether the majority of the opinion leaders have the potential to decide the course of community action. It appears that the personal influence or opinion leadership approach has limitations for studying community influentials and the extent to which they cooperate to sanction or block community action.

A more detailed analysis of one or more community issue areas may be achieved through the event analysis or decision-making approach. The researcher traces the history of one or more community issues. It focuses upon the process of an issue from its initiation until its completion. The researcher determines the decision-makers for each of the stages.

The event analysis or decision-making approach would permit the researcher to analyze the channeling of decisions through the different stages of one or several issues. The extent to which the legitimizers of community action are also the persons who carry out the decisions at later stages could be more thoroughly analyzed through this approach in comparison with the previous four approaches. The networks of relations between those who legitimize community action and the persons who implement or carry out the decisions could be delineated.

This approach has limitations as a means for studying social power. It involves either analyzing community issues as they occur or making the analysis post factum. This often involves extensive resources of time and finances. In addition, the approach is limited to one or a few issues at best due to the extensive analysis of each issue. Therefore, it may be limited in analyzing the extent to which one power structure or several power structures affect decisions in different issue areas.

The five different approaches to a knowledge and understanding of social power are not always easily differentiated. The designs used by various researchers have usually combined the different approaches. The selection of an approach or combination of approaches may partially be determined by the objectives of the research project. For example, if the researcher is primarily interested in the linkages between the legitimizers and the implementers of the decisions in a limited number of issue areas, then he is likely to select the decision-making or event analysis approach.

The following section will discuss the approach used to delineate and study the community influentials in Prairie City. Specifically, it will (1) state the procedures which were used to select the community influentials and (2) the field instruments which were used to collect data for testing the social power model.

Field Procedures and Instruments

The methodological field procedures used to identify the individuals who have the capability to affect the decision-making process in the community is explained in this section. The approaches included in the research design are the reputational, positional, and social participation approach. The integration of these approaches into the research will become apparent through the discussion of the three phases of the study which will follow. These three phases include interviews with (a) external community knowledgeables, (b) internal community knowledgeables, and (c) community influentials.

External community knowledgeables

During the first phase external community knowledgeables were interviewed. External community knowledgeables are persons living outside Prairie City who

are perceived to have general knowledge of the community. They were interviewed for the purpose of providing basic information about social power in the community.

Specifically, the external community knowledgeables were needed for at least three reasons. First, they were asked to provide names of persons within the community who would have a broad knowledge of the community decision-making process. Second, the external community knowledgeables were needed to provide background information on past and present community issues. Third, they were asked to name persons whom they perceived to be community influentials.

Two external community knowledgeables were interviewed who were living outside Midwest County. A former county extension director of Midwest County and a newspaper editor living in an adjoining county were interviewed. Both external community knowledgeables had extensive knowledge of Prairie City. Within Midwest County, three knowledgeables, external to Prairie City, were interviewed. Among this group were a small businessman, a veterinarian, and a newspaper editor. These three external knowledgeables reside in the nearby community of Ladora. The initial phase of the field procedure consisted of five interviews with knowledgeable persons living outside Prairie City.

Internal community knowledgeables

The second phase of the field procedure involved interviews with _internal community knowledgeables_. These knowledgeables were named by the external community knowledgeables as persons having a broad knowledge of the community decision-making process. Of the sixteen internal community knowledgeables interviewed, twelve lived in Prairie City. Four lived in rural or neighboring communities. The names and occupations of the internal community knowledgeables are presented in Table 2.

Among the internal community knowledgeables were representatives of the

various institutions of the community. They included men in education, agriculture, communications, labor, politics, business, and government. This point is illustrated in Table 2 which lists the occupation of each internal community knowledgeable.

Table 2. Internal community knowledgeables[a]

Name	Occupation
Lon Barton	Local school superintendent
Howard Banger	Farmer
Steve Casey	Newspaper reporter
Ward Grey	Radio station manager
Paul Kohler	County extension director
Kim Aaron	Retired
Ted Logan	Veterinarian
Henry Michalson	Investment company co-owner
Gerald Monroe	Insurance salesman
Albert Russell	Mayor
Alton Roberts	County school superintendent
Elsa Riddle	Housewife
Eddy Swift	Newspaper editor
Alma Volt	Farmer
George Young	Union laborer
Spencer West	Car salesman and local civil defense director

[a]The names appearing in this table are pseudonyms to protect the identity of the individuals who were interviewed.

Before interviewing internal community knowledgeables during the second phase of the study, a formal field schedule[1] was prepared. The schedule was designed to obtain names of persons perceived to have social power in different issue areas. The internal community knowledgeables were asked to name persons they perceived to have the most power in the issue areas of industry, education, business promotion, recreation, government, obtaining farmer support, and general affairs. The reputational approach was used to the extent that internal community knowledgeables were asked to provide names of persons they perceived to have social power. In addition to providing names of persons they perceived to have social power in seven issue areas, the internal community knowledgeables were probed to name organizations in Prairie City which would be influential in obtaining or blocking action in each of the issue areas.

The social participation approach was used to the extent that the internal community knowledgeables were asked to provide a list of the formal organizations to which they belonged. They also provided information on approximate dates of their membership, percentage of meetings attended, formal positions held, committee and board participation, and level of participation. The levels of participation included local, county, state, regional, and national. The data on formal organizations and social participation were gathered on the assumption that several of the internal community knowledgeables would be selected for study during the third phase of the study, i.e., the study of community influentials.

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[1] This schedule will be referred to hereafter as the Knowledgeables Schedule.

Community Influentials

Following the completion of interviewing the 16 internal community know-
ledgeables, the data were analyzed. Community actors who received three or
more mentions by the internal community knowledgeables in either general
affairs, industry, or politics were arbitrarily established as the pool of
community influentials in Prairie City. Two additional community actors were
included in the community influential pool. Mrs. Alma Volt was included in
the pool due to considerable evidence that she was influential in community
affairs. There was evidence that she has been an influential in activitie
in both Prairie City and Midwest County. She has participated actively in
local women's organizations and the Midwest County Farm Bureau. Judge Unger
was included in the community influential pool due to evidence that he had
power in county politics. In addition, he has played a role in the liberal
faction of the Republican Party.

Twenty-six community actors were selected for the community influential
pool. One community actor refused to be interviewed by the research team.
The 25 community actors who were interviewed as community influentials
appear in Table 3. Certain selected personal and social characteristics
of the community influentials are also presented in the . le. They include
years of education, occupation, years in residence, political orientation,
average family gross income, church affiliation, and age. Since an analysis
of the personal and social characteristics in relationship to a random sample
of the community will be presented in Chapter 7, further elaboration will not
be presented here. Throughout the remainder of this report the community
actors who were in the community influential pool will be referred to as
community influentials.

Table 3. Selected personal and social characteristics of community influentials[a]

Community influential	Years of education	Occupation	Years in residence	Political orientation	Ave. fam. gross inc.	Church Affiliation	Age
Dick Bolt	14	Banker	29	Conservative Republican	28,000	Congregational	62
Roger Beem	13	Food store owner	17	Conservative Republican	23,500	Roman Catholic	44
Judge Unger	19	County judge	40	Liberal Republican	15,000	Congregational	47
Vic Hahn	16	President seed corn co. (retired)	18	Conservative Democrat	18,500	Methodist	64
Frank Wink	12	Food store owner	17	Independent	9,500	Methodist	44
Elsa Riddle	16	Housewife	26	Liberal Republican	9,500	Methodist	50
Francis Edel	12	Farmer--state legislator	51	Conservative Republican	9,500	Methodist	63
William Fogle	15	President Fogle nurseries	57	Conservative Republican	11,000	--	57
Dick Polton	14	Newspaper publisher	56	Conservative Republican	15,000	Methodist	56
Bill Dohy	14	Insurance agency owner	44	Liberal Republican	13,000	Methodist	57
Lon Barton	17	Local school supt.	18	Independent	15,000	Methodist	59
Ward Grey	13	Radio station mgr.	9	Independent	8,500	Methodist	59
Cary Holt	16	Variety store owner	59	Liberal Republican	28,500	Methodist	59
Alvin Hall	19	Attorney	30	Conservative Republican	23,500	Congregational	55

[a]The names appearing in this table are pseudonyms to protect the identity of the individuals who were interviewed.

(Continued)

Table 3 (Continued). Selected personal and social characteristics of community influentials

71

Community influential	Years of education	Occupation	Years in residence	Political orientation	Ave. fam. gross inc.	Church Affiliation	Age
Barry Polton	14	Newspaper bus. mgr.	31	Liberal Republican	11,000	Methodist	31
Tim Heinz	7	Farmer, elevator owner, banker	59	Conservative Republican	18,500	United Church of Christ	59
Alma Volt	16	Farmer	24	Liberal Republican	8,500	First Christian	49
Bryce Domp	12	Manufacturing co.	16	Independent	15,000	Roman Catholic	45
Blaine Newell	12	Banker	14	Conservative Republican	23,500	Congregational	53
Jackson Bull	16	Farmer	40	Liberal Republican	6,500	Methodist	48
Paul Kohler	14	County extension director	14	Liberal Republican	8,500	Methodist	58
Jones Chilton	16	President hybrid seed corp co.	14	Liberal Republican	18,500	Methodist	55
Van Fall	12	Farmer	33	Conservative Republican	4,500	Missouri Synod Lutheran	35
Barney Rollins	13	Assayer	27	Independent	9,500	Congregational	52

Prior to interviewing the community influentials, a field schedule was constructed. The schedule was designed to provide data for testing the expected logical relationships among the concepts of the social power model.[1]

One purpose of the Community Influentials Schedule was to gather data to determine the community influentials who are perceived to have the most social power in various issue areas. Another purpose of the field schedule was obtain data which would permit analyzing whether one power structure or different power structures are perceived on various issue areas of conce Prairie City.

To achieve the above purposes the community influentials were asked rate other community influentials and themselves on scales designed to measure the amount of social power they perceived each community influential to have in each of five community issue areas. The issue areas were industry, politics, general affairs, Midwest County Planning Commission, and the civil defense exhibit. The community influentials perceived to have the most power in each issue area can be determined. In addition, the issues can be compared to determine whether one power structure is perceived for each of the different issue areas or whether power structures are perceived to vary depending on the issue areas. This design used the reputational approach to the extent that the power structures were determined based on the judgments of the community influentials.

The research design used in the final phase included the social participation approach. Each community influential was asked to provide a list of the formal organizations to which he belonged. In addition, the community influentials provided information on approximate dates of membership, per-

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[1] This schedule will be referred to hereafter as the Community Influentials Schedule.

centage of meetings attended, formal positions held, committee and board partici-
pation and level of participation. The levels of participation included local,
county, state, regional, and national.

The Community Influential Schedule was designed to gathe- data on social
interaction patterns. Each community influential provided data on the degree
to which he knew other community influentials. Information was also obtained
on the visiting patterns among community influentials.

The community influentials were provided a list of 18 sources which
were believed to give persons social power in the community. They were asked
to check the sources which give a community influential power in Prairie City.
In addition, each community influential was asked to rank the top three sources
of power he considered when ranking each of the top five persons as determined
by his rankings of people in the issue area of general affairs.

The Community Influential Schedule was designed to determine the civil
defense knowledge, sentiments, and sources of information of community influen-
tials in Prairie City. Questions were asked to determine the community in-
fluentials' sentiments toward (1) the possibility of nuclear war, (2) the
possible local effects due to nuclear war, (3) alternative civil defense pro-
grams, and (4) the community's responsibility in the civil defense program.
The community influentials provided information on their knowledge of civil
defense activities at the local level. In addition, they provided information
on the sources which they used to obtain civil defense information. Data were
also obtained on the extent to which community influentials actively participate
in local civil defense activities. Additional questions were asked to deter-
mine family civil defense preparation.

To summarize briefly, the field procedure consisted of three phases.
They were (1) interviews with external community knowledgeables, (2) interviews

with internal community knowledgeables, and (3) interviews with community
influentials. Field schedules were constructed for th nterviewing during
the second and third phases. This research design combined different approaches
to the study of social power.

Chapters 5 through 12 will derive and state the general hypotheses of
the social power model. The linkages between the model and the empirical
data will be made. Through this process the social power model can be
empirically tested.

CHAPTER 5

XISTENCE OF SOCIAL POWER

Introduction

The previous chapters defined the major and related concepts of the social power model and stated the field procedures which were used to gather data to empirically test the expected logical relationships among concepts. The general objectives of Chapters 5 through 12 will be to (1) present the expected logical relationships among the concepts of the social power model and (2) to empirically test the relationships in Prairie City. Specifically, the purposes of Chapters 5 through 12 will be (1) to state the relevance of the general hypothesis to change agents such as a local civil defense director; (2) to derive each general hypothesis through a review of theory and previous research; (3) to state the operational measures used to empirically test the general hypothesis; (4) to empirically test the general hypothesis; and (5) to suggest some implications to change agents such as the local civil defense director on the basis of the results of the empirical test. Each chapter will deal with only one general hypothesis. This chapter will focus on the existence of social power.

Relevance to Civil Defense

In initiating and implementing social action programs in communities, change agents, such as the local civil defense director, need to involve community actors to achieve their goals. Community actors may play different roles in determining the course of community action. Within the complex community, a few community actors may legitimize or give sanction to social

action. They may affect the decision-making process and determine the course of social change in the community. Other community actors may not participate in the decision-making process which sanctions new issue areas or programs such as civil defense. Even though most community actors do not directly participate in the community decision-making process, they may become actively involved in carrying out or implementing decisions. If the change agent or civil defense director is to determine the existence of social power and the extent to which a few community actors are perceived to have more social power than most community actors, he must answer some relevant questions about the existence of social power.

Does social power exist in the community? Do community actors perceive some community actors to have more social power to affect the community decision-making process than others? Can the change agent or local civil defense director expect community actors to name persons whom they perceive to have social power in response to interview questions about the existence of social power? If the answers to these questions are in the affirmative, then the change agent or local civil defense director may logically proceed to delineate the community influentials who have the capability to determine the course of community action and influence other community actors on various community-wide issues, such as civil defense.

Background and Derivation of General Hypothesis

The review of social power theory and empirical research reveals that social power exists in social systems. Bierstedt states, "Power, in short, is a universal phenomenon in human societies and in all social relationships" (3, p. 730). The basic assumption which Hunter (10) makes is that power is a necessary function in a society. Power involves decision making and the

execution of determined policies.

Powers (20) interviewed knowledgeables for the purpose of determining persons who were perceived to be influential in community affairs. The knowledgeables provided names of persons they perceived to have social power in different community issue areas. In the final sample of community influentials, the persons perceived to have social power differentiated the amount of power they perceived otner community influentials and themselves to have on scales designed to measure power on different community issues. Using similar methodology, Tait (23) found that knowledgeables will provide names of persons perceived to have power. In his study, community influentials also rated other community influentials and themselves on scales. These data were accepted as supporting the hypothesis that social power exists in the community.

The simplest procedure would be to assume the existence of social power in the community. However, this basic assumption is crucial to the testing of further hypotheses. The basic assumption which many social scientists have assumed will be stated as the first general hypothesis for this research study.

> G.H. 1 Community actors will perceive that social power exists in the social system.

Operational Measures and Findings

Operational measure 1 and findings

The first operational measure of the existence of social power is the extent to which internal community knowledgeables perceive that some people in the community have social power. During the course of interviewing internal community knowledgeables, the respondents were asked to provide names

of persons they perceived to have social power in seven specified issue areas. They were asked to provide names of persons they perceived to have social power un industry, recreation, school reorganization, political patronage, support of farmers, general affairs and retail sales.

An example of the question which internal community knowledgeables were asked regarding the industry issue area is as follows:

> Suppose the Prairie City community was attempting to get an industrial firm. Who do you think would be the person most influential in obtaining or blocking the entry of the firm? We realize that some of these persons may be for the proposal at the present time or they might be against it or maybe they haven't made up their mind. Our objective is to find the persons of influence regardless of their position on the issue.

Similar type questions were asked for each of the other six specified issue areas which were included in the Knowledgeables Schedule used during the second phase of the field procedure.

The data that internal community knowledgeables do provide names of persons they perceive to have social power in specified community issue areas can be taken as one evidence of the <u>existence</u> of <u>social power</u>. The following empirical hypothesis can be stated:

> <u>B.H. 1</u>   Internal community knowledgeables will provide names of persons who are influential in specified issue areas.

Table 4 presents the data on the number of different persons each internal community knowledgeable perceived as being influential in seven specified issue areas. All of the sixteen internal community knowledgeables interviewed provided names in one or more of the seven specified issue areas. The internal community knowledgeables perceived persons as being influential in specified issue areas.

In addition, Table 4 presents the number of different names which each internal community knowledgeable provided. The range of names provided is 1-48,

Table 4. Internal community knowledgeables who nominated community influentials

Internal community knowledgeables	Provided names Yes No	Industry	Recreation	School reorganization	Political patronage	Support of farmers	General affairs	Retail sales	Number of different names provided
Lon Barton	X	12	17	9	10	9	6	6	46
Howard Banger	X	0	0	2	1	3	1	0	7
Steve Casey	X	7	1	4	10	7	4	0	25
Ward Grey	X	5	2	5	4	9	5	0	16
Paul Kohler	X	10	12	7	9	13	6	10	48
Kim Aaron	X	0	0	0	1	0	0	0	1
Ted Logan	X	5	0	6	7	0	3	0	19
Henry Michalson	X	15	0	0	5	3	0	0	17
Gerald Monroe	X	7	6	2	5	5	6	3	21
Albert Russell	X	13	1	13	2	3	5	0	18
Alton Roberts	X	14	5	6	5	5	8	6	25
Elsa Riddle	X	10	2	9	9	7	13	4	31
Eddy Swift	X	10	0	2	7	0	0	0	18
Alma Volt	X	7	3	4	8	11	8	7	31
George Young	X	0	0	1	2	0	6	0	8
Spencer West	X	8	1	5	6	5	0	0	20

The data support the empirical hypothesis that the internal community knowledgeables will provide names of persons who are influential in specified issue areas.

Operational measure 2 and findings

A second operational measure of the existence of social power is the extent to which community influentials rate other community influentials and themselves on scales designed to measure social power. During the final, stage of the study community influentials were asked to rate other community influentials and themselves on scales designed to measure the amount of social power they perceived other community influentials and themselves to have in five specified issue areas. The five specified issue areas included industry, politics, general affairs, Civil Defense Exhibit, and the Midwest County Planning Commission.

The community influentials were asked to rate other community influentials and themselves on an 11 point scale. The scale was numbered from 1 to 11. The number 1 represented no influence while the number 11 represented very influential. Each community influential was asked to rate other community influentials and himself on scales in each of the five specified issue areas.

For example, the community influentials were asked the following questions about general affairs prior to rating other community influentials and themselves on the scales:

> If I were to take the two areas (industry and politics) we have talked about and lump them together and add the other areas where influence is exerted in the Prairie City community and call this the area of general affairs, how much influence would these persons have in the area of general affairs? Are there any other names which should be included?

The degree to which community influentials rate other community influentials and themselves on scales designed to measure social power in five specified issue areas can be taken as a second evidence of the existence of social power

in the social system. A second empirical hypothesis about the existence of social power may now be stated:

E.H. 2 Community influentials will rate other community influentials and themselves on scales designed to measure power in specified issue areas.

The extent to which each community influential rated himself and other nominees on scales designed to measure the amount of power each community influential was perceived to have is presented in Table 5. Ten of the 25 community influentials interviewed refused to rate themselves on any of the five issue areas. None of the community influentials refused to rate other community influentials in the industry, politics, and the general affairs issue areas. Ten community influentials refused to rate any other community influentials on the civil defense exhibit issue area. Two community influentials refused to rate any other community influentials on the Midwest County Planning Commission issue area.

The analysis of the data indicates that out of a possible 125 self ratings, 44 or 35.2 percent were made. Out of a possible 3,165[1] other ratings which the community influentials were asked to made, 2,141 or 67.6 percent were made. The community influentials added 22 different names to the rating lists. These additions were rated 40 times. The data support the empirical hypothesis that community influentials will rate other community influentials and themselves on scales designed to measure power in specified issue areas.

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[1]This figure was computed by multiplying the number of issue areas (5) times the 25 ratings which each community influential was asked to make on each issue. This gives 125 which is then multiplied by 25 community influentials to give 3,125 possible ratings. In addition they added 40 names which they were asked to rate. Therefore, the total is 3,165.

Table 5. Frequency of ratings by community influentials

Community influentials	Rated themselves[a] Yes	No	Number of other nominees rated by each nominee[b] Indus-try	Politics	General affairs	Civil Defense Exhibit	Midwest County Planning Com.
Dick Bolt	0	5	24	24	25	0	1
Roger Beem	0	5	25	25	25	5	6
Judge Unger	5	0	25	25	25	25	25
Vic Hahn	0	5	27	27	27	0	17
Frank Wink	3	2	25	25	23	1	3
Elsa Riddle	4	1	25	25	25	6	25
Francis Edel	3	2	25	25	25	4	5
William Pogle	0	5	27	24	24	0	4
Eli Fogle	0	5	25	25	25	1	6
Dick Polton	0	5	26	24	26	6	3
Bill Doby	1	4	28	23	21	0	2
Lon Barton	0	5	25	25	27	0	1
Ward Grey	0	5	25	25	25	5	5
Cary Holt	0	5	26	25	25	0	2
Alvin Hall	0	5	26	26	26	0	0
Barry Polton	3	2	27	25	25	0	4
Tim Heins	1	4	12	11	12	0	0
Alma Volt	5	0	25	25	25	4	5
Bryce Donm	4	1	25	25	25	7	20
Blaine Newell	3	2	25	25	25	3	3
Jackson Bull	2	3	25	25	25	0	8
Paul Kohler	2	3	25	23	25	25	25
Jones Chilton	3	2	27	27	27	5	6
Van Fall	4	1	24	25	25	5	9
Barney Rollins	1	4	25	24	25	4	7
Totals	44	81	624	606	613	106	192

[a]Each community influential had the opportunity to rate himself five times, i.e., five issue areas.

[b]Each community influential had the opportunity to rate 25 other community influentials on each issue area. Community influentials had the possibility of adding additional names and rating them, which accounts for some community influentials rating more than 25.

Operational measure 3 and findings

A third operational measure of the existence of social power is the extent
to which the community influentials interviewed during the final phase of the
field procedure do not add names to the rating scale lists.

As studied above the community influentials were asked to rate other
community influentials and themselves. The rating scale lists included all
persons delineated through interviewing internal community knowledgeables who
received three or more mentions in either general affairs, industry, or poli-
tics. In addition to rating the persons whose names appeared on the list, the
community influentials were asked to add other persons whose names should be
included. The community influentials were asked if they perceived other
persons in the community to have more social power than those delineated
through the second phase of the field procedure.

The data that community influentials do not provide additional names to
the five rating scale lists can be taken as a third evidence of the existence
of social power. For the purpose of measurement if each additional name added
to the rating scale lists is not mentioned by more than two community influen-
tials, then it will be accepted that the community influentials perceive the
existence of social power. The following empirical hypothesis may now be
stated:

> E.H. 3 Additional names added to the five rating scale lists will
> not be mentioned by more than two community influentials.

The community influentials interviewed added 22 different names to the
five specified issue areas. One of the additional names added was mentioned
by three different community influentials. Four additional names added were
each mentioned by two different community influentials. Seventeen additional
names added were each mentioned by only one of the 25 different community

influ ntials.

Since the criterion of not being mentioned by more than two community
influentials was established for testing the hypothesis, these data do not
support the empirical hypothesis that additional names added to the five
rating scale lists will not be mentioned by more than two community in-
fluentials. However, it may be noted that in only one case was a name
mentioned by more than two community influentials.

Operational measure 4 and findings

A fourth operational measure of the existence of social power is the
extent to which community influentials differentiate the amount of social
power they perceive other community influentials and themselves to have in
scales designed to measure social power. A differential and wide range
of ratings of the relative power of actors in the pool may be used as in-
ferential data that those rated at the top do possess the most power in
the specified issue area.

As stated above the community influentials were asked to rate or
assign power values to other community influentials and themselves on scales
designed to measure social power in five specified issue areas.

If community influentials differentiate the amount of social power they
perceive other community influentials and themselves to have on scales, the
most powerful individuals in specified issue areas can be delineated and
compared. A failure by the community influentials to differentiate among the
persons on the rating scale lists would prevent the authors from delineating
the persons who are perceived to have social power in specified issue areas.
Furthermore, it would prevent comparing the persons perceived to have the most
power in one issue area with the persons perceived to have the most power on
other community issue areas.

The analysis of the community influentials' ability to discriminate the amount of power they perceive other community influentials and themselves to have will focus on the amount of variation or scatter on the ratings which each community influential made on the five rating scale lists. The measure which will be used for determining the amount of variation or scatter is the standard deviation.

The variability in power values will be computed by determining the standard deviations of all ratings assigned by community influentials to other community influentials and themselves in three issue areas. The three issue areas are general affairs, industry, and politics. The standard deviations are an index of the variability of the power values assigned by community influentials to other community influentials and themselves.

The following empirical hypothesis may now be stated:

    E.H. 4   There will be variability in the power values assigned by community influentials on scales designed to measure social power.

Table 6 presents the variability in rated power values by rater. The number of ratings, the range, the mean, and the standard deviation for the ratings made by each community influential are presented in the table.

The table indicates that community influentials were discriminating among the power they perceived other community influentials and themselves in the community influential pool to have. The standard deviations range from 1.49 to 3.96.

The empirical hypothesis that there will be variability in the power values assigned by community influentials on scales designed to measure social power is supported.

Table 6. Variability in rated power values by rater (three issue areas)

Community influentials	Number of ratings	Range	Mean	Standard deviation
Dick Bolt	73	4-11	9.45	1.81
Roger Beem	75	1-11	7.49	3.52
Judge Unger	78	1-11	6.65	2.24
Vic Hahn	75	5-11	8.24	1.80
Frank Wink	76	1-11	8.08	3.04
Elsa Riddle	77	1-11	7.10	2.38
Francis Edel	78	4-11	9.23	1.87
William Fogle	72	1-11	8.68	2.81
Eli Fogle	75	4-11	7.69	2.18
Dick Polton	74	3-11	7.84	2.10
Bill Doby	65	1-11	8.23	3.15
Lon Barton	75	2-11	8.24	2.25
Ward Grey	75	2-11	8.05	2.17
Cary Holt	75	1-11	8.03	2.69
Alvin Hall	74	1-11	7.54	3.96
Barry Polton	78	4-11	8.36	2.20
Tim Heinz	36	1-11	10.72	1.67
Alma Volt	78	3-10	8.36	1.49
Bryce Domm	78	5-11	8.41	2.22
Blaine Newell	78	1-10	6.83	2.14
Jackson Bull	76	2-11	6.96	2.56
Paul Kohler	73	3-11	7.95	2.43
Jones Chilton	78	5-11	8.03	1.58
Van Fall	74	1-11	7.05	3.27
Barney Rollins	74	3-11	8.68	2.17

Operational measure 5 and findings

A fifth operational measure of the existence of social power is the extent to which the internal community knowledgeables and the community influentials agree as to the persons who have the most power in community affairs. If the internal community knowledgeables and the community influentials generally perceive the same community actors to have more social power than other community actors, one can infer that they perceive the

existence of social power.

In the second phase of the field procedure, the internal community knowledgeables were asked to name persons they perceived to be influential in seven issue areas. The issue areas included general affairs, industry, politics, recreation, school reorganization, support of farmer, and retail sales. Through adding the total number of mentions in all of a combination of the issue areas, a rank order of the most powerful based on internal knowledgeables' perceptions may be determined.

The community influentials rated other community influentials and themselves on five rating scale lists. The ratings were made in five issue areas which included general affairs, industry, politics, Midwest County Planning Commission, and the Civil Defense Exhibit. A mean power value was determined for each community influential in each of three issue areas (general affairs, industry, and politics). Mean power values were not determined for the Midwest Planning Commission and the Civil Defense Exhibit due to the failure of community influentials to make a large number of ratings.

The mean power value for each community influential was calculated by (1) summing the ratings which other community influentials made and (2) dividing the total by the number of persons rating the community influential. The community influentials' perceptions of their own power were not included in the analysis.

By summing the mean power values in three issue areas a total mean power value can be calculated for each community influential. Through ranking the total mean power values, a rank order of the most powerful individuals in the community can be determined based on community influentials' perceptions.

A comparison of internal knowledgeables' perceptions and community influentials' perceptions of the most powerful influentials in the community

affairs will be made. For the purpose of analysis, comparative issues will be used. Both internal knowledgeables and community influentials were asked questions pertaining to their perceptions of the most power individuals in general affairs, industry, and politics. The top ten persons in the two lists will be compared.

The congruence between the top ten persons in the two lists will be considered significant if the degree of overlap between the top ten persons is 75 percent or greater.

The degree of cong..ence will be calculated by counting the number of persons who appear in the top ten in both lists. This total wil. be divided by 10 which is the maximum number which could appear among the top ten in both lists.

From the above discussion the following empirical hypothesis is derived:

E.H. 5   The congruence of the most powerful persons as determined
by internal community knowledgeables' mentions and community
influentials' ratings of other community influentials will
by 75 percent or greater.

The congruence of the most powerful persons as determined by internal knowledgeables' mentions and community influentials' ratings of other community influentials is 70 percent. Three comparative issue areas were used in determining the congruence. They were industry, politics, and general affairs.

The internal knowledgeables perceived three person; as being included in the top ten community influentials who were not perceived as being among the top ten community influentials as determined by community influentials' ratings of other community influentials. The three community influentials were among the 26 community influentials in the community influential pool.

The data do not support the empirical hypothesis that the congruence of

the most powerful persons as determined by internal community knowledgeables' mentions and community influentials' ratings of other community influentials will be 75 percent or greater.

Three of the five empirical hypotheses supported the general hypothesis that community actors will perceive that social power exists in the social system. The two empirical hypotheses not supporting the general hypothesis were almost significant. In E.H. 3 that additional names added to the five rating scale lists will not be mentioned by more than two community influentials, only one person was added by more than two community influentials. The data did not support E.H. 5 that the congruence of the most powerful persons as determined by internal community knowledgeables' mentions and community influentials' ratings of other community influentials will be 75 percent or greater. However, the congruence between the two groups' perceptions was 70 percent. The internal community knowledgeables and the community influential perceived seven persons as being the same among the top ten most powerful persons.

Considering these data and the additional data that three of the five empirical hypotheses were supported, it is concluded that the community actors interviewed perceived some community actors to have more social power than other community members. The data support the general hypothesis that community actors will perceive that social power exis s in the social system.

Implications for Change Agents

On the basis of these findings the change agent, such as the local civil defense director, may conclude that certain community actors will be perceived by other community actors as having more social power than others. Certain

community actors will probably have more social power to affect the decision-making process in the various community issue areas than other community actors. In initiating and implementing new programs, such as civil defense, the change agent, i.e., the local civil defense director, needs to be aware that certain community actors will probably have more social power to affect the decision making and implementation of the program than other actors. A successful initiation and implementation of a new program may depend upon the change agent's ability to delineate and involve the community actors who have socia power, i.e., the capability to control the behavior of others.

The change agent may delineate the community actors who have social power to affect the decision-making process of the community. If the change agent asks knowledgeable people to name community actors who have more social power than others he will probably be told specific names. These data should be useful to civil defense change agents as they plan and implement civil defense programs. The relevance of these ideas will be elaborated in the next few chapters.

CHAPTER 6

EXERCISE OF SOCIAL POWER

Relevance to Civil Defense

The previous general hypothesis that community actors will perceive
that social power exists in the social system was supported by the em-
pirical data. Since some community actors are perceived to have more social
power than others, a logical question for a change agent such as the local
civil defense director to ask is whether the persons perceived to have social
power exercise power to affect the decision making or implementing stages
of community programs. If the community actors who are perceived to have
social power also exercise power and affect community affairs, they then may
play an important role in initiating and implementing new programs such as
civil defense. They may give sanction to the new program. In addition,
they may bring about changes in the knowledge, sentiments, and actions of
other community actors toward new programs, e.g., civil defense programs.
Community influentials who are perceived to have potential social power and
exercise social power may have a high probability of influencing the behavior
of others in the community. A knowledge and understanding of the exercise
of social power by the local civil defense director may serve as a tool in
determining whether a community influential may or may not become involved
in the decision making or implementing phase of such programs as civil defense.

The answers to the questions below may aid the change agent in determin-
ing whether the community actors who are perceived to have more power do
exercise social power in community affairs. Is social power exercised by
the community actors who are perceived to have more social power than other
community actors? Does their exercise of social power affect the decision

making and implementation phases of community programs? May the change
agent or local civil defense director expect community actors to name
instances in which the persons they perceive to have social power do exer-
cise power? Affirmative answers to these questions can aid in developing
methodology or procedures for delineating the community actors who (1) are
perceived to have social power and (2) exercise social power in various
community issue areas.

Background and Derivation of General Hypothesis

In his study of a small rural community, Powers (20) found that 61.1
percent of the community influentials interviewed stated that they had been
influenced by other community actors. The community influentials (72.2
percent) perceived that they had influenced others on community issues.
In a later study, Tait (23) found that 45.5 percent of the community in-
fluentials living in a community at the time of a county hospital issue
exercised power by participation in decision making and action phases of
the issue. They exercised social power by giving talks to service clubs,
obtaining financial contributions, assisting with absentee ballots, pro-
viding publicity in the local newspaper, and discussing the issue on an
individual basis with other community actors. Other data in the same study
revealed that 57.9 percent of the community influentials exercised social
power in an effort to win approval for a county courthouse bond issue.
Both the county hospital and the county courthouse issues were approved
by the community. These data were accepted as evidence that community
influentials exercise social power in community affairs.

The basic assumption that those who possess social power exercise
that power is subject to empirical testing. This basic assumption is crucial

to the testing of further hypotheses. The second general hypothesis, which focuses on the exercise of social power, can now be stated.

G.H. 2   Community actors will perceive that social power is exercised in the social system.

Operational Measures and Findings

The field procedure included interviews with internal community knowledgeables during the second phase and community influentials in the third and final phase. In addition, additional data on the exercise of social power were provided through an analysis of the Midwest County Civil Defense Exhibit. For further details of this analysis the reader is referred to another report in the Iowa State University Series of Sociological Studies in Civil Defense: Social Action in Civil Defense.[1] Although the field schedules were not specifically designed to determine the exercise of social power in different issue areas, the community actors who appeared in these samples provided examples of the exercise of social power in different issue areas.

The naming of instances by community actors where social power was exercised in the community can be taken as a measure of the extent to which community actors will perceive that social power is exercised in the social system. Since the data which were obtained on the exercise of power are not applicable to statistical measurement, the descriptive examples of the exercise of social power will be accepted as evidence that social power is exercised in the community. The following empirical hypothesis may now be stated:

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[1]Beal, George M., et. al. Social action in civil defense. Sociological studies in civil defense, Iowa Agricultural and Home Economics Experiment Station, Iowa State University, Ames, Iowa. 1964.

B.H. 6 Community actors will name instances of the exercise of social
power in the social system.

During the process of interviewing community actors, a number of
instances of the exercise of social power were mentioned. Some of these
related to the Midwest County Civil Defense Exhibit. Six of the community
actors who (1) were perceived to have social power and (2) were among the
community influentials interviewed during the third stage of the field pro-
cedure exercised social power in the initiation and implementation of the
Civil Defense Exhibit.

Paul Kohler, the county extension director, played a major role in the
decision-making process which initiated and implemented the Midwest County
Civil Defense Exhibit. The idea of the Civil Defense Exhibit originated
with Paul Kohler. In the process of seeking an "acceptable program topic"
for a yearly program, the Family Living Committee of the Midwest County
Extension Service sought ideas from a number of sources. Kohler presented
the idea of sponsoring a civil defense educational program to the committee
through the county home economist, who is also a member of the Midwest County
extension staff. The home economist has the responsibility of coordinating
the activities of the Family Living Committee. She approved of Kohler's
idea and presented the possibility of initiating a civil defense program to
the Family Living Committee. The committee adopted the idea as a program
topic.

Kohler was involved in the program in all of its stages. He and the
home economist were responsible for legitimizing and obtaining support for
implementing the program with relevant individuals and formal organizations.
He aided legitimation by contacting the civil defense director, the county
welfare director, the county board of supervisors, the county extension

council, and the Junior Chamber of Commerce. In addition, he was highly involved in securing active participation of organizations in the community. Kohler played various roles in the initiation and implementation of the Civil Defense Exhibit which included the roles of originator, the major person to seek legitimation, planner, and prime executor.

The two women who appeared among the community influentials played roles in the Civil Defense Exhibit. Mrs. Riddle perceived that she helped obtain legitimation for the program. In addition to writing to the Midwest County Board of Supervisors encouraging their support, she negotiated with Kohler to have the program coincide with Farm-City Week. Mrs. Riddle has participated as state women's chairman for this event. Her participation in the Civil Defense Exhibit involved helping to prepare background material for the Midwest County Civil Defense Agency booth. At the time of the exhibit she helped to man the booth. Mrs. Volt, the other woman among the community influentials, was chairman of the Family Living Committee at the time the Civil Defense Exhibit was approved as a program topic. Shortly following the approval of the civil defense program as a topic for the committee, Mrs. Volt resigned as the committee's chairman due to her other activities which included serving as state chairman of the Farm Bureau Women. Although she was not extremely involved, she participated in the execution phases of helping the Farm Bureau Women and the 4-H clubs with their booths.

Eli Fogle exercised power in the Civil Defense Exhibit as president of the Jaycees. Kohler approached Eli Fogle directly seeking the Jaycees' support. Fogle agreed to support the Civil Defense Exhibit and was successful in obtaining the support of the Jaycees. Dick Polton, the owner of the Prairie City Times, indicated that he participated in the Civil Defense Exhibit through publicizing the program. Another community influential, Ward

Grey, the manr or of the radio station, was also involved in publicizing the program.

In the political issue area, Dr. Logan, an internal community knowledgeable, perceived Hall, William Fogle, and Dick Polton to be the most powerful actors. This group was perceived as obtaining financial support for the Midwest County Republican Party by seeking support of the businessmen on Broad Street in Prairie City. Logan provided an example of the exercise of social power in the arena of politics. In the nearby community of Ladora, a vacancy occurred in the postmaster's position. The elder conservative group (Hall, William Fogle, and Dick Polton) by-passed the formal Republican organization controlled by the liberal faction and made recommendations of persons to fulfill the office to their Congressman. The legitimate or formal organization forwarded a letter to the Congressman suggesting that he use the formal party channels to determine alternatives for the position if he wanted financial support from the Midwest County Republican organization. Logan stated that the Congressman had forwarded the letter to Dick Polton, a power figure in the conservative faction.

Another instance of the exercise of power was presented by Logan. Apparently through negligence in planning, the formal Republican party leaders failed to include the above mentioned Congressman among party leaders who participated in a Republican caravan which toured Midwest County. The conservative faction made this an issue by informing the Congressman that the party leaders were not supporting him. The conservative group later organized a $50 a plate dinner for the Congressman. Logan stated this was an effort of the conservative fa n to side-step the formal Republican organization.

Mrs. Riddle perceived that Judge Unger had played a role in the takeover of the Republican Party machinery by the liberal faction in 1952. The

judge exercised power by directing a campaign in which the liberal faction presented candidates in each of the townships for township committeemen. Under his guidance the liberal Republican group gained control of the formal party positions. The liberal faction has maintained control of the formal positions since 1952.

In her unsuccessful bid for the Republican nomination to Congress in 1958, Mrs. Riddle sought the support of Dick Polton, the newspaper editor. Although Polton indicated that he would remain neutral in her nomination race against the incumbent Congressman, he supported the incumbent in the closing days of the campaign. Mr. Polton was perceived as being a member of the conservative faction of the Republican party. This group includes William Fogle, Alvin Hall, Blaine Newell, and Cary Holt. Mrs. Riddle has been active in the liberal faction of the Republican party. Even though she apparently waged an aggressive primary campaign and received newspaper support in other counties of the congressional district, Mrs. Riddle failed to win the Republican nomination. In addition, she failed to carry her home county. Mrs. Riddle perceived the conservative faction as exercising power in an effort to defeat her nomination bid.

Although he did not name specific instances of their exercise of social power, Bill Doby perceived that Holt, Bolt, Hall, Dick Polton, and William Fogle were the primary legitimizers of all community action. He perceived that this group exercised social power in community affairs. Doby perceived that Holt was the idea man for this power clique.

Other examples of the exercise of social power were provided. Ward Grey, the radio station manager, perceived that he aided in initiating and implementing action in the community for both Babe Ruth and Little League baseball. At the time he moved to Prairie City nine years ago, children were not parti-

cipating in baseball. Today, he perceives baseball as a major part of a
community's activities for youth.

Bryce Domm indicated that he participated in community activities by
organizing and planning an inter-faith nativity scene at Christmas time for
the past few years. Alvin Hall, an attorney, has exercised power in two
labor disputes within the community. He perceived that he was successful
in helping to settle one of the two disputes.

The descriptive data provided by the community actors who appeared among
the internal community knowledgeables and the community influentials provided
examples of the exercise of social power. In addition to perceiving the
existence of social power, the community actors named specific instances in
which social power was exercised to affect social nge in the community.
The examples included the exercise of social power to affect both the decision
making and implementation stages of community programs. The data support
the empirical hypothesis that community actors will name instances of the
exercise of social power in the social system. These data are accepted as
evidence that community actors will perceive that social power is exercised
in the community.

Implications for Change Agents

In Prairie City, community actors exercised social power to affect the
decision making and implementation stages of social action programs. On the
basis of the empirical data, the change agent such as the local civil defense
director may conclude that community actors do exercise social power. The
community actors who are perceived to have more social power than other
community actors will probably exercise social power to affect community
affairs. The change agent needs to be aware that community actors carry on

their operations behind the scenes to affect the course of social change in the community. Their exercise of social power may not be generally known to the community. Although community actors may perceive that certain other community actors have social power, in some cases they may not be able to name specific instances in which they exercised social power. However, some .ommunity actors may formulate decisions on the basis of latent social power. While the actor perceived to have social power is possibly unaware of his capability to exercise social power over other in specific instances, other community actors may make decisions based on their knowledge and past actions of the person they perceive to have social power. Failure to consider the latent social power of an individual may result in the individuals' blocking community action at later stages. Within the community, actors who are perceived to have potential social power and exercise social power will probably have a high probability of influencing the behavior of others.

If the change agent asks community actors to name instances where actors exercised power, he will probably be provided with specific instances. These data may be useful to civil defense change agents in delineating the community actors who are willing to and capable of exercising power in the various community issue areas. Through the process of asking questions relating to issue areas, the change agent may determine the extent to which the same or different community actors affect decisions and actions over a wide range of issue areas. The importance of these ideas will be further developed in the following chapters.

CHAPTER 7

PERSONAL AND SOCIAL CHARACTERISTICS OF COMMUNITY INFLUENTIALS

Relevance to Civil Defense

The community actors interviewed during the second and third stages
of the field procedure perceived the existence and exercise of social power
in community affairs. Since the empirical data provide evidence that com-
munity actors will (1) provide names of persons they perceive to have social
power and (2) name instances in which social power is exercised, the change
agent or local civil defense director may delineate the community influentials
who are perceived to have more social power than other community actors. In
addition, the change agent may determine the extent to which community in-
fluentials exercise social power to affect the decision-making process of
the community.

Prior to interviewing community actors to delineate the community influen-
tials, the change agent or local civil defense director needs a general know-
ledge of the personal and social characteristics which will probably be
possessed by community influentials. What are the personal and social charac-
teristics of the persons who will probably have more social power than other
community actors? Are the personal and social characteristics of community
influentials different from those of a random sample of community actors?
Are community influentials likely to differ in occupation, education, income,
age, home ownership, political orientation, and length of residence when
compared to a random sample of individuals in the community?

If the personal and social characteristics of community influentials
differ from a random sample of community actors, then these empirical data

may assist the change agent in determining potential community influentials.
Following the delineation of the community influentials and their personal and
social characteristics, other relationships may be analyzed. Beal (1) has
pointed out that the characteristics of the top influentials in the community
may vary depending upon the arena of social action. If the personal and social
characteristics of the community influentials and the arenas in which they
exercise social power are known, the change agent, such as the local civil
defense director, may predict the probable roles which community influentials
may play in new programs. This chapter will delineate the personal and social
characteristics of the community influentials in Prairie City. They will be
compared with the personal and social characteristics of a random sample of
actors in the community.

Background and Derivation of General Hypothesis

The different studies which have been completed by social scientists in
social power research have generally attempted to determine the personal and
social characteristics of the community influentials. In summarizing the
actors who participate in social action programs, Beal (1) points out that
the generalization which can be made from D'Antonio's comparison of seven
communities is that business furnishes the largest percentage of community
actors among the top influentials. D'Antonio (5) compared the occupations
of community influentials in seven communities. They included communities
in different sections of the United States which ranged in population from
22,000 to 550,000.

In the comparison of these seven communities, independent professionals
followed businessmen as the next most frequent source of top influentials
in all of the communities except Pacific City. Government and labor provided

more of the top influentials in Pacific City than did the independent professions. Independent professionals were in fourth place in Pacific City.
In all communities, a number of top influentials were drawn from government.
Education, religion, welfare and cultural leaders were generally among the top influentials. The comparison of these communities points out that a larger proportion of community influentials are provided by business, industry, and the professions than by government, education, religion, and welfare and cultural leaders.

In analyzing personal and social characteristics in Regional City, Hunter (10) found that 37 of the influentials which he studied were college graduates.
Hunter found that 15 of the influentials had inherited their fathers' businesses.
Fifteen influentials achieved their positions. Hunter distinguishes between an upper power structure and an under power structure. The upper structure participates in the policy making of the community. Generally, the policy makers were born in Regional City and inherited property and wealth, thus having an ascribed position. The under power structure consists mainly of professionals who are in the civic and welfare associations.

The upper power and the under power structures differ in economic status.
The upper power structure has a more secure economic base than the under structure. This can be attributed largely to inheritance of wealth. Hunter found that the upper power structure and under power structure live in different sectors of the city. The upper structure lived in one sector while the under structure lived in another sector. In addition, they lived in sectors which generally were in the outskirts or suburban areas. Their homes were located in other sectors from the people of lower social and economic levels.

Pellegrin and Coates (19) found that absentee-owned corporations play a vital role in civic affairs and policies of a southern city. Executives re-

presenting absentee-owned corporations are interested in protecting the corporations' interest and furthering their own careers. Sixty percent of the executives are members of the two most powerful organizations in the community. The executives are underrepresented in the less powerful organizations. The study seems to indicate that executives will probably be found in organizations charged with the disbursement of large sums of money. The community actors who are filling the status-role of executive in large corporations were found to play an important role in affecting various community issues.

In the Lansing study, Form and Sauer (8) found that four-fifths of the community influentials were businessmen. The typical influential had attended college. Almost half of the community influentials were between the ages of 51 and 60. Approximately one-third were over 60 years old while one-fifth were under 50. These data reveal a high degree of similarity in certain personal and social characteristics of the influentials in the Lansing study.

In Center Town, a rural Iowa community, Powers (20) found that the influentials differed from the total population of the community in certain personal and social characteristics. The influentials had a median family income of nearly $15,000 while for the population as a whole the median family income was about $3,000. The influentials had completed an average of 14.6 years of education. The average number of years of education for the total adult population was 10. The top five community influentials in general affairs were found to average 14.6 years of education, $23,400 annual gross family income, and 55.6 years of age. They were members of the Methodist Church and owned their own businesses.

The review of the research presented above indicates that many of the community influentials have similar personal and social characteristics.

Although many community influentials are drawn from government, religion, welfare and cultural associations, and labor leaders, the larger portion appear to come from business and industry. In addition, the community influentials generally have higher incomes, have attended college, and are middle aged or older.

Although the previous studies reviewed have not tested the hypothesis that community influentials will differ in personal and social character-istics from a random sample of community actors it may logically he in-ferred that the community influentials may differ in personal and social characteristics from such a sample of community actors. Since most community influentials have occupations which generally are among the higher income occupations it would seem logical to hypothesize that they would differ from a random sample of community actors. In addition, it may be logically inferred that community influentials may differ significantly from a random sample of community actors in the personal and social characteristics of age and education. With the previous review of social power research the following expected relationships between personal and social characteristics, the com-munity influentials, and a random sample of community actors may be stated:

> G.H. 3 The personal and social characteristics of community influentials
> will differ from the general populace.

Operational Measures and Findings

During the course of interviewing the community influentials they were asked to provide data on their personal and social characteristics. They provided data on their occupation, education, years of residence in the community, political orientation, average gross family income, church affili-ation, age, home ownership, and number of people living in the household. A

selected number of the personal and social characteristics of community influentials are presented in Table 3 on page 70. The table includes all the above mentioned personal and social characteristics with the exception of home ownership and number of people living in the household.

A random sample of Prairie City community actors was interviewed for the purpose of analyzing the impact of the Civil Defense Exhibit which was held in Prairie City. The complete analysis of the data obtained in the random sample interviews will be presented in a forthcoming research report as a part of the Iowa State University series of Sociological Studies in Civil Defense.[1] During the course of interviewing the 163 community actors they were asked to provide data on their personal and social characteristics. They provided data on their occupation, years of residence in the community, political orientation, average gross family income, age, home ownership, and number of people living in the household. The data on personal and social characteristics from the community influential sample is comparable with the random sample of community actors interviewed in Prairie City.

Each of the personal and social characteristics of the community influentials will be analyzed by comparing it with the same personal and social characteristics of the random sample community actors. The statistical test which will be used for the analysis is the chi-square test. It is concerned with testing the existence of a relationship between two variables. The chi-square test will be used to test the relationship between a personal and social characteristic and community actors. The community actors are categorized as community influentials and the random sample. Whenever the chi-

[1] Beal, George M., et. al. Impact of a multiple-organization sponsored civil defense educational program (tentative title). Sociological studies in civil defense, Iowa Agricultural and Home Economics Experiment Station, Iowa State University, Ames, Iowa. (In process) 1964.

square statistical test is used the hypothesis of independence is formulated. That is, it is hypothesized that there is no relationship between the two variables being analyzed; for example, a personal or social characteristic and community actors (community influentials vs. random sample). Saying that there is no difference between a personal or social characteristic and community actors is essentially saying there is no relationship between a personal or social characteristic and community actors. For evaluating the existence of a relationship between personal and social characteristics and community actors, the .05 level of significance is established.[1]

The extent to which the personal and social characteristics of the community influentials differ from the random sample of community actors may be taken as evidence that the personal and social characteristics of community influentials will differ from the general populace.

The expected relationship between community actors and a personal or social characteristic will be stated as an empirical hypothesis. Following each empirical hypothesis the findings will be presented.

B.H. 7   The occupations of community influentials will differ signi-
          ficantly from the occupations of the general populace.

Individual occupations were categorized into two groups. Professionals, business managers, and farmers were assigned to one category. Skilled workers,

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[1]The calculated chi-square value is compared to a tabular (theoretical) value of chi-square. The chi-square value for the relationship of a personal or social characteristic and community actors will be tested at the .05 level of significance with 1 degree of freedom. The tabular chi-square value at the .05 level of significance with 1 degree of freedom is 3.84.

If a calculated chi-square value of 3.84 or greater is obtained it will be concluded that there is a relationship between a personal or social characteristic and community actors; that is, one can conclude that the community influentials differ from the random sample with respect to the personal or social characteristic. On the other hand, if a chi-square value less than 3.84 is obtained, then it will be concluded that there is no relationship between the two variables.

clerical workers, and unskilled workers were assigned to the second category. Although housewives appeared among both community influentials and the random sample, the husband's occupation was used for the occupation comparison. All of the 25 influentials and 91 respondents in the random sample were in the first category. No community influentials and 72 persons in the random sample appeared in the second category.

The calculated chi-square value for the occupation comparison is 17.98. There is a significant difference in the occupations between community influentials and a random sample of the community. The data support the empirical hypothesis that the occupations of community influentials will differ significantly from the occupations of the general populace.

> E.H. 8   The average gross family income of community influentials will
> differ significantly from the average gross family income of
> the general populace.

The community influentials and the community actors in the random sample provided an estimate of their average gross family income for three calendar years. The community influentials provided their average gross family income for 1959, 1960, and 1961. The random sample provided their average gross family income for 1960, 1961, and 1962.

The median average gross family income for the 188 respondents in the two samples (community influentials and random sample) was $6500. Twenty-two community influential and 72 community actors in the random sample were above the median average gross family income. Three community influentials and 91 community actors in the random sample had an average gross family income of $6500 or below.

A median chi-square statistical test was used for the comparison of average gross family income and community actors (community influentials and

random sample). The c .culated chi-square value for the average gross family income comparison is 16.65. There is a statistically significant difference between the average gross family income of community actors. As a group the community influentials have significantly higher income than a random sample of the community actors. The data support the empirical hypothesis that the average gross family income of community influentials will differ significantly from the average gross family income of the general populace.

E.H. 9 The education of community influentials will differ significantly from the education of the general populace.

For the comparison of education and community actors, the community influentials and the random sample respondents were categorized into two groups. The community actors having an education beyond high school were assigned to one category. Community actors having a high school education or less were assigned to the second category. The data reveal that 19 of the 25 community influentials had 13 years or more of formal education, while only 44 of the 163 community actors interviewed in the random sample had a formal education of 13 years or more. Six community influentials and 119 random sample respondents had a high school education or less.

The calculated chi-square for the comparison of education and community actors is 23.25. There is a significant difference in the education between community influentials and a random sample of individuals in the community. The data support the empirical hypothesis that the education of community influentials will differ significantly from the education of the general populace.

E.H.10 The political orientation of community influentials will differ significantly from the political orientation of the general populace.

Each respondent (community influentials and the random sample) was asked whether he considered himself to be a (1) conservative Republican, (2) liberal Republican, (3) independent, but close to conservative Republican, (4) independent, but close to liberal Republican, (5) independent (includes don't know), (6) independent, but close to conservative Democrat, (7) independent, but close to liberal Democrat, (8) conservative Democrat, and (9) liberal Democrat. For the chi-square statistical analysis the responses were categorized into three groups: (1) Republican (items 1, 2), (2) independents (items 3, 4, 5, 6, 7) and (3) Democrat (items 8, 9).

The data revealed that 18 of the 25 community influentials and 64 of the 163 community actors considered their political orientation to be Republican. Six community influentials and 64 community actors in the random sample stated they were independent in their political orientation. One community influential and 35 actors in the random sample considered their political orientation to be Democratic.

The calculated chi-square value for the comparison of political orientation and community actors is 10.15.[1] The two groups (community influentials and the random sample) differ in their political orientation. The data support the empirical hypothesis that the political orientation of community influentials will differ significantly from the political orientation of the general populace.

E.H. 11 The age of community influentials will differ significantly from the age of the general populace.

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[1] For the chi-square comparison of political orientation there are two degrees of freedom. In this case the calculated chi-square value is compared to the tabular (theoretical) value of chi-square which is 5.99 at the .05 level of significance.

The median age of the combined group of community influentials and the random sample was 47 years. Seven community influentials and 85 respondents in the random sample were below the median age. Eighteen community influentials and 78 respondents in the random sample were the median age or above.

A median chi-square statistical test was used for the comparison of age and the two groups. The calculated chi-square value for the age comparison is 4.99. The community influentials as a group are older than a random sample of community actors. The data support the empirical hypothesis that the age of community influentials will differ significantly from the age of the general populace.

> E.H. 12 The home ownership of community influentials will differ
> significantly from the home ownership of the general populace.

The community influentials predominately own their homes. Only two of the 25 community influentials were found to not own their home. Among the community actors in the random sample 112 own their home while 51 were found to not own their home.

The calculated chi-square value for the home ownership comparison is 5.72. There is a significant difference in home ownership between the community influentials and the random sample of community actors. The data support the empirical hypothesis that the home ownership of community influentials will differ significantly from the home ownership of the general populace.

> E.H. 13 The number of people living in the household of community
> influentials will differ significantly from the number of
> people living in the households of the general populace.

The responses of the community influentials and the random sample about the number of people living in the household were categorized into two groups.

The two groups were (1) two people living in the household, and (2) more than two people living in the household. Fourteen community influentials and 65 community actors in the random sample had two people living in their household. Eleven community influentials and 98 community actors in the random sample had more than two people living in their household.

The calculated chi-square value for number of persons living in the home is 2.31. There is not a significant relationship between number of people living in the household and community actors (community influentials and the random sample). The data do not support the empirical hypothesis that the number of people living in the household of community influentials will differ significantly from the number of people living in the household of the general populace.

> E.H. 14   The length of residence of community influentials will differ
>   significantly from the length of residence of the general
>   populace.

Both the community influentials and the random sample of community actors provided data on the number of years they had resided in the Prairie City community. The median length of residence in the Prairie City community is 25 years. Ten community influentials and 83 community actors in the random sample have lived in the Prairie City community 25 years or less. Fifteen community influentials and 80 community actors in the random sample were above the median length of residence.

A median chi-square test was used for the length of residence comparison. The calculated chi-square value is 1.07. There is not a significant relationship between length of residence in the community and community actors (community influentials and the random sample). The data do not support the empirical hypothesis that the length of residence of community

influentials will differ significantly from the length of residence of the general populace.

Six of the eight empirical hypotheses that tested the relationships between eight personal and social characteristics and the two groups of community actors (community influentials and the random sample) were supported. The six personal and social characteristics which differed significantly in comparing the two groups were occupation, average gross family income, education, political orientation, age, and home ownership. The two groups were found not to differ in the number of people living in the household and length of residence in the community. Considering the fact that six of the eight empirical hypotheses were supported, the general conclusion is made that the data support the general hypothesis that the personal and social characteristics of community influentials will differ from the general populace.

Implications for Change Agents

Since the personal and social characteristics of the community influentials and the random sample were found to differ, the change agent may conclude that community influentials will probably differ in personal and social characteristics from the general populace. The extent to which they differ may vary from one community to the next. In Prairie City the community influentials were found to have higher status occupations (business and professional occupations), higher incomes, more formal education, a more Republican political orientation, higher age, and greater home ownership in comparison with a random sample of community actors.

These data may be helpful to the change agent such as the local civil defense director, in determining who the community influentials are. Community

influentials are likely to have occupations which are among the higher income occupations (businessmen, bankers, industry, professional groups). In addition, they will probably have attended college or received an education beyond high school. Although community influentials may differ in personal and social characteristics depending upon the community the data that community influentials have a different political orientation, higher age, and greater home ownership may be helpful to the change agent in determining who these people are.

The community influentials were found to differ from the general population in personal and social characteristics. The next step is to determine if there is a difference in the structure of social power relations within the community influential group. The following chapter and general hypothesis will focus on the structure of community power relations among community influentials.

CHAPTER 8

STRUCTURE IN COMMUNITY POWER RELATIONS

Relevance to Civil Defense

In this research study certain community actors were perceived to have
social power which they exercised to affect the decision-making process of
the social system. Generally, these community actors were found to have many
similar personal and so :al characteristics. With relatively similar personal
and social characteristics and interest in community affairs, there is liable
to be a _structure_ _in_ _the_ _relationships_ among the community actors who are
perceived to affect the decision-making process of the community. Within
the pool of the community influentials, there may be a group or groups who
legitimize and participate in action phases of community programs. If the
change agent is to obtain legitimization and participation from community
influentials, an understanding of the _structure_ _in_ _the_ _relationships_ among
the community influentials may be helpful in initiating and implementing
new programs.

Do community influentials have patterns of interaction? Will there
probably be clique groups among the community influentials? Do cliques
interact through participation in informal groups, such as a coffee group?
Will there probably be patterns among the community influentials in home
visitations? Do community influentials have patterns of agreement or dis-
agreement in community affairs?

Answers to these questions may assist the change agent in delineating
the _structure_ _of_ _relations_ among community influentials. It may aid in
determining the groups which will probably cooperate together to affect
community affairs.

Background and Derivation of General Hypothesis

In his study of the power structure of Regional City, Hunter (10) found that certain men within the group interviewed represented a top layer of personnel. The generalization which emerges from Hunter's study is that social power is structured among the top community influentials. Certain community influentials were named more frequently than others as persons who would be chosen to decide on a project for the social system. These community influentials interacted together and were better known to each other than to those outside this group.

C. Wright Mills (16) views local society as having both a structure of power and a hierarchy of status. At the top of the structure there are cliques or "crowds" whose members judge and decide on important community issues. These cliques or crowds are perceived as playing roles in the larger issues of the state and nation in which the community is involved. Community influentials are perceived to form cliques or crowds which may act in concert to affect the course of local, state, and national policy.

Miller (13) found that key leaders tend to bring various other influentials around them when they are responsible for carrying out civil projects. An analysis of data indicates that these groupings tend to have a pattern, but there is a significant degree of fluidity.

In their research on Springdale, a rural community, Vidich and Bensman (25) found that a small group of men in the community was familiar with community history, past organizational problems, other people's capabilities, and personal problems. They were found to be experts on legal procedure and policy matters. Other people in the community recognized that they possessed these attributes.

116

The generalization which is derived from the research studies reviewed
is that individual community influentials act in concert to affect the course
of community action. They may join together in determining community policy
in industrial development, civil defense activities, sewerage improvement,
street projects, and other community issue areas. In addition, certain com-
munity influentials within the community influential pool may interact more
intensively with each other than with other community influentials or community
actors.

From the above discussion the following general hypotheses may be stated:

G.H. 4   Social power will be structured in the social system by community
          influentials acting in concert.

Operational Measures and Findings

Operational measure 1

One measure of the structure of social relations among community influen-
tials is the extent to which the community influentials interact together.
During the course of interviewing the community influentials the following
question was asked:

Who are you likely to visit with or talk to over coffee, etc.,
during the day? (List the names.)

The community influentials' patterns of interaction in informal discus-
sions and coffee groups will be analyzed. These patterns will be diagrammed
to illustrate the interactions of the individual members within the community
influential pool. The patterns of interaction will be referred to as the
informal group interaction sociogram.

The empirical hypothesis may now be stated:

E.H. 15   There will be an identifiable informal group interaction
          sociogram.

Figure 1 illustrates the _informal group interaction sociogram_ (mutual and single choices). The solid lines represent mutual discussions and coffee groups, i.e., both community influentials indicated they visited with or had coffee together during the day. The broken lines with arrows represent single choices, i.e., one community influential of the pair indicated he visited with or had coffee with the community influential to which the arrow is pointing.

One _power clique_ (designated in Figures 1-6 by dotted background circles) is that of William Fogle, Dick Polton, Cary Holt, Alvin Hall, and Blaine Newell. These five community influentials mutually agree that they visit or have coffee together during the day. There is one exception. Alvin Hall did not indicate interacting with Blaine Newell.

The relationship among the members of the _power clique_ is better illustrated in Figure 2. This _informal group interaction sociogram_ (mutual choices only) illustrates only the mutual choices, i.e., both community influentials connected by a solid line named the other as being a person he talked with or had coffee during the course of daily interaction. In addition, Dick Polton mentioned that about 9 o'clock in the morning he met with William Fogle, Cary Holt, Alvin Hall, and Blaine Newell to have coffee. This group meets on a regular basis.

Two other community influentials interact considerably with this group. Dick Bolt mutually interacts with Dick Polton and Cary Holt. Although William Fogle, Blaine Newell, and Alvin Hall did not indicate visiting or having coffee with him, Dick Bolt perceived that he interacted on a rather regular basis with them. Roger Beem mutually interacts with Cary Holt. Dick Polton and William Fogle indicated they interacted with Roger Beem, although he did not perceive interacting with them. Another community influential who is a

Figure 1. Informal group interaction sociogram (mutual and single choices)
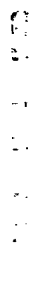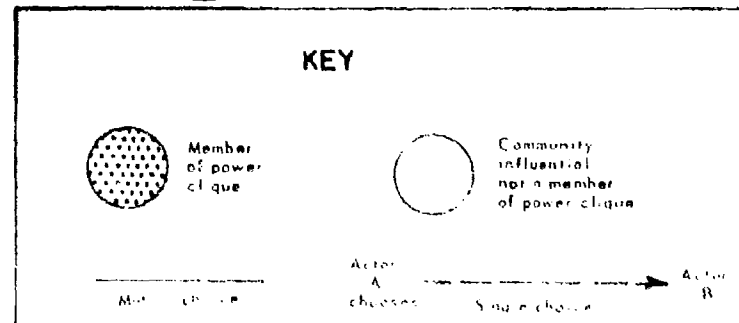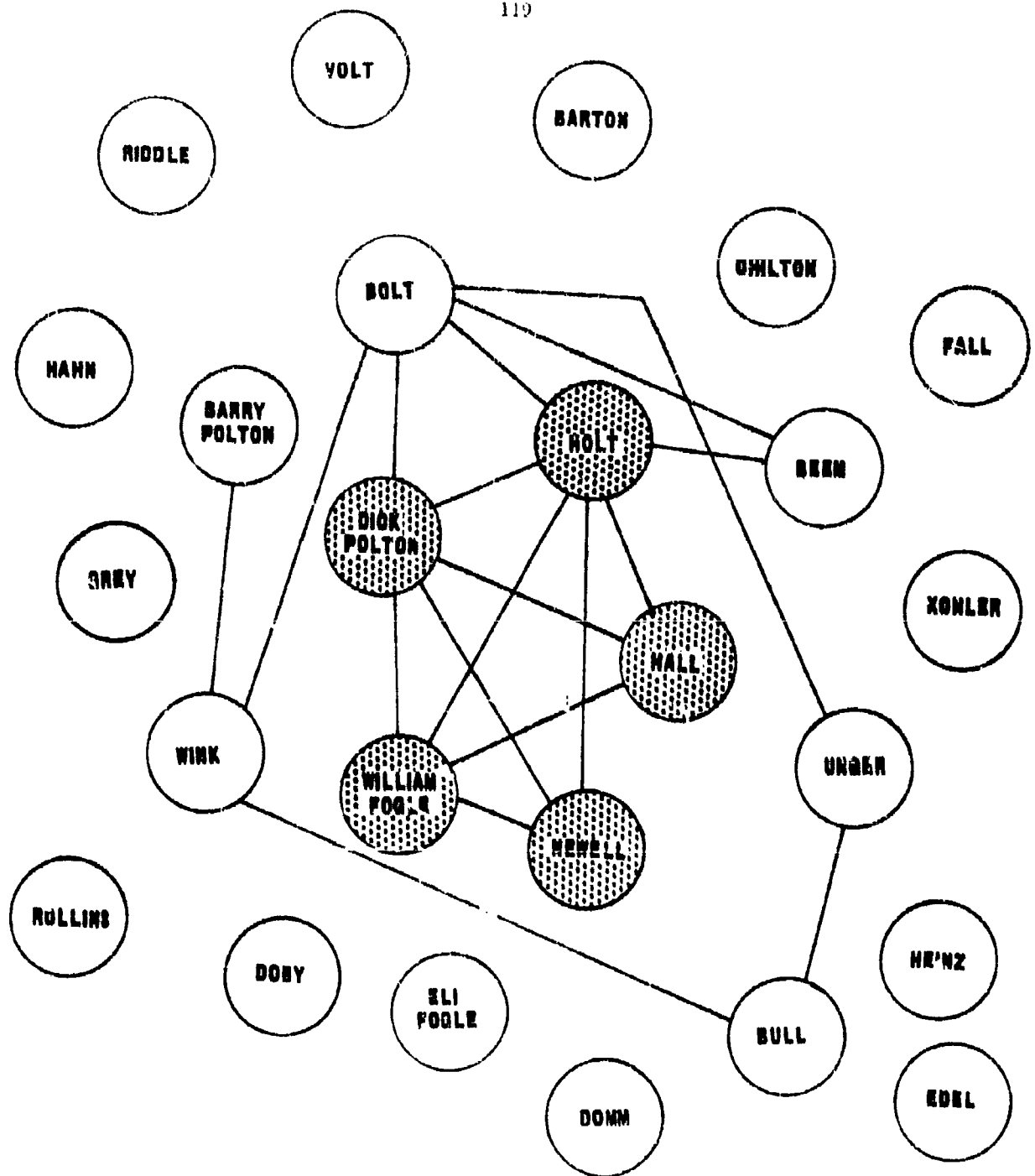
Figure 2. Informal group interaction sociogram (mutual choices only)

KEY

Member of power clique

Community influential not a member of power clique
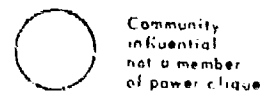
business partner with Roger Beem appears on the fringe of this group. Frank Wink mutually interacts with Dick Bolt. He indicated interacting with Blaine Newell.

The _informal group interaction sociogram_ illustrates that there is an identifiable pattern to daily conversations and coffee groups among the community influentials. The data support the empirical hypothesis that there will be an identifiable _informal group interaction sociogram._

Operational measure 2

A second measure of the degree to which social power is _structured among community influentials_ is the extent to which the community influentials visit in their homes together. The community influentials were asked the following questions:

Who are you likely to have as guests in your home or be a guest in their home? (List the names.)

The home patterns will be diagrammed to illustrate the _mutual_ visitations of community influentials. The pattern of visitations will be referred to as the _home visitation sociogram._ The home visitation patterns will be accepted as a measure of the _structure of social relations_ among community influentials.

The empirical hypothesis may now be stated:

E.H. 16   There will be an identifiable _home visitation sociogram._

The _home visitation sociogram_ (mutual choices only) is presented in Figure 3. This sociogram presents only the mutual responses in home visitations, i.e., both community influentials indicated they visited in the other community influential's home or invited the other community influential to their home as a guest.
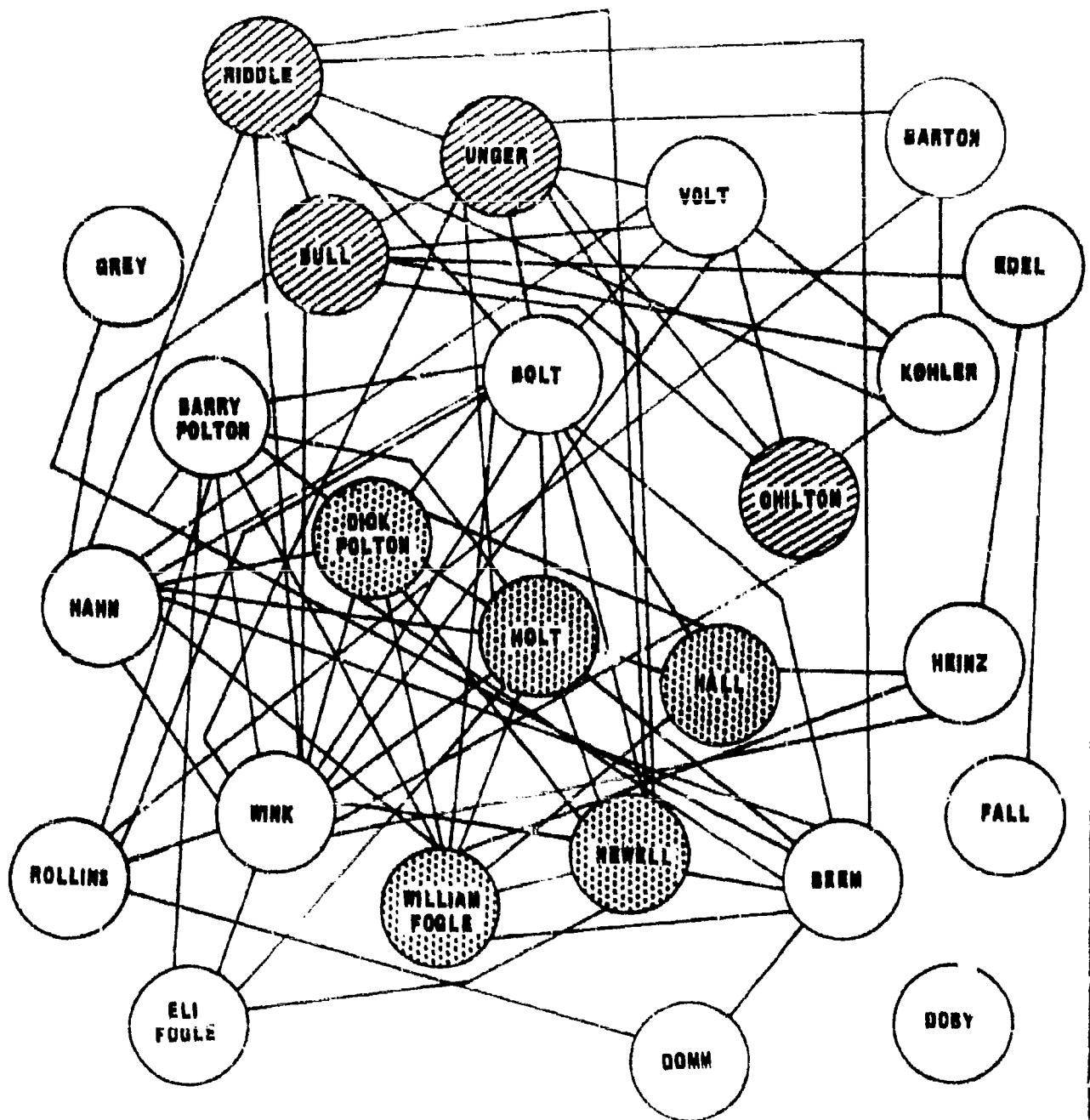
Figure 3 Home visitation
sociogram (mutual
choices only)

KEY

Member
of power
clique

Member of
secondary
clique

Community
influential
not a member
of either
clique

The pattern of relationships of community influentials' home visitations is a complex network. After analysis, two groups with distinguishable patterns may be delineated. William Fogle, Dick Polton, Cary Holt, Blaine Newell, and Alvin Hall mutually visit in each other's homes with one exception. Blaine Newell and Alvin Hall did not mutually mention visiting with each other. In addition, Dick Bolt mutually visits with all five of these community influentials. This power clique consists of one bank president, the owner of the Prairie City Times, the owner of a variety store, the owner of a large nursery, and a lawyer.

The other community influentials are closely linked to the power clique through visitation patterns. Roger Beem mutually visits with William Fogle, Dick Polton, Blaine Newell, Cary Holt, and Dick Bolt. He does not mutually visit with Alvin Hall. Beem's business partner, Frank Wink, is also closely associated with the power clique. He mutually visits with Blaine Newell, Cary Holt, Dick Polton, and Dick Bolt. He does not mutually visit with Alvin Hall and William Fogle.

Additional support to the linkages of the community influentials discussed above was provided by Blaine Newell. He stated that Cary Holt, William Fogle, Dick Polton, and Roger Beem were members of a bridge club. These community influentials interacted and visited while playing cards.

A secondary power clique (designated in Figures 3, 5-7 by diagonal background circle) may be delineated although the linkages between this clique do not appear to be as intensive as the linkages among the members of the power clique. The community influentials in this group include Elsa Riddle, Judge Unger, Jones Chilton, and Jackson Bull. Each community influential in this group mutually visits with each other except for Elsa Riddle and Jones Chilton. Elsa Riddle, Jackson Bull, and Jones Chilton do not interact with

any of the five community influentials who form the core of the power clique.
The power clique includes Dick Polton, Cary Holt, Alvin Hall, Blaine Newell,
and William Fogle. Judge Unger has a mutual linkage with Cary Holt and Blaine
Newell.

The home visitation sociogram delineates several community influentials
who are genei ly not linked with other community influentials through home
visits. This group includes Bill Doby, Bryce Domm, Francis Edel, Van Pall,
Lon Barton, and Ward Grey. All of these have three or less mutual visitations
with other community influentials.

Considering the data that two cliques may be delineated and that some
community influentials visit considerably less than other community influentials,
it is concluded that the data support the empirical hypothesis that there will
be an identifiable home visitation sociogram.

Operational measure 3

A third measure of the structure of social relations among community in-
fluentials is the extent to which community influentials generally agree or
disagree on community issues. The community influentials were asked the
following question during the course of the interviews:

Of the people on this list, which ones do you generally agree with
on issues in the community?

In response to this question the community influentials indicated the
names of other community influentials whom they generally agreed with on
community issues. Additional data were gathered to indicate which community
influentials they generally disagreed with on community issues.

The agreement-disagreement patterns will be referred to as the consensus
sociogram. This analysis will be primarily concerned with mutual agreements
and mutual disagreements among community influentials.

The following empirical hypothesis may now be stated:

E.H. 17 There will be an identifiable consensus sociogram.

The analysis of the agreements-disagreements patterns reveals that there is a high degree of agreement on community issues among five community influentials. The consensus sociogram of general agreement among members of power clique is presented in Figure 4. The power clique includes Dick Polton, William Fogle, Blaine Newell, Alvin Hall, and Cary Holt. Each individual in this power clique indicated that he generally agrees with every other community influential in the power clique on community issues.

Due to the complexity of presenting all agreements-disagreements in one sociogram, the agreements and disagreements of the other community influentials in relationship to the power clique designated in Figure 4 will be presented in two consensus sociograms. The agreement sociogram will be referred to as the consensus sociogram of general agreement between power clique and other community influentials.

Figure 5 presents the consensus sociogram of general agreement between power clique and other community influentials. The community influentials are ordered from the top down, i.e., Cary Holt mutually agrees with more community influentials than the other four which form the power clique. Also, Roger Beem and Eli Fogle have more mutual agreements with the power clique than other community influentials.

Four community influentials mutually agree with four members of the power clique. They are Eli Fogle, Barry Polton, Roger Beem, and Barney Rollins. The father-son relationships which exist between William Fogle and Eli Fogle and between Dick Polton and Barry Polton appear relevant to understanding this high degree of mutual agreement with the power clique. Through the family
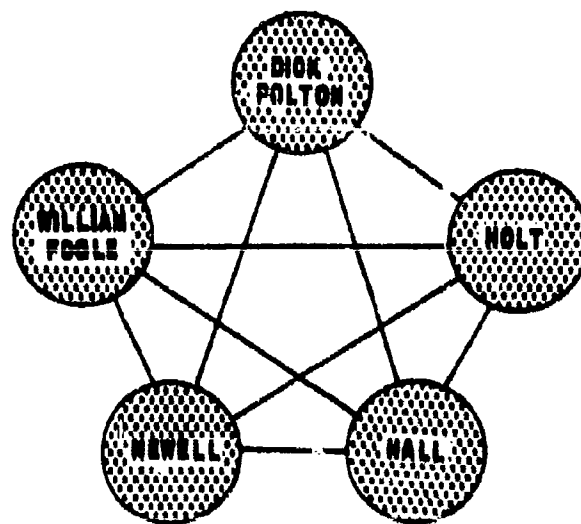
Figure 4. Consensus sociogram of
general agreement among
members of power clique

KEY

Member
of power
clique
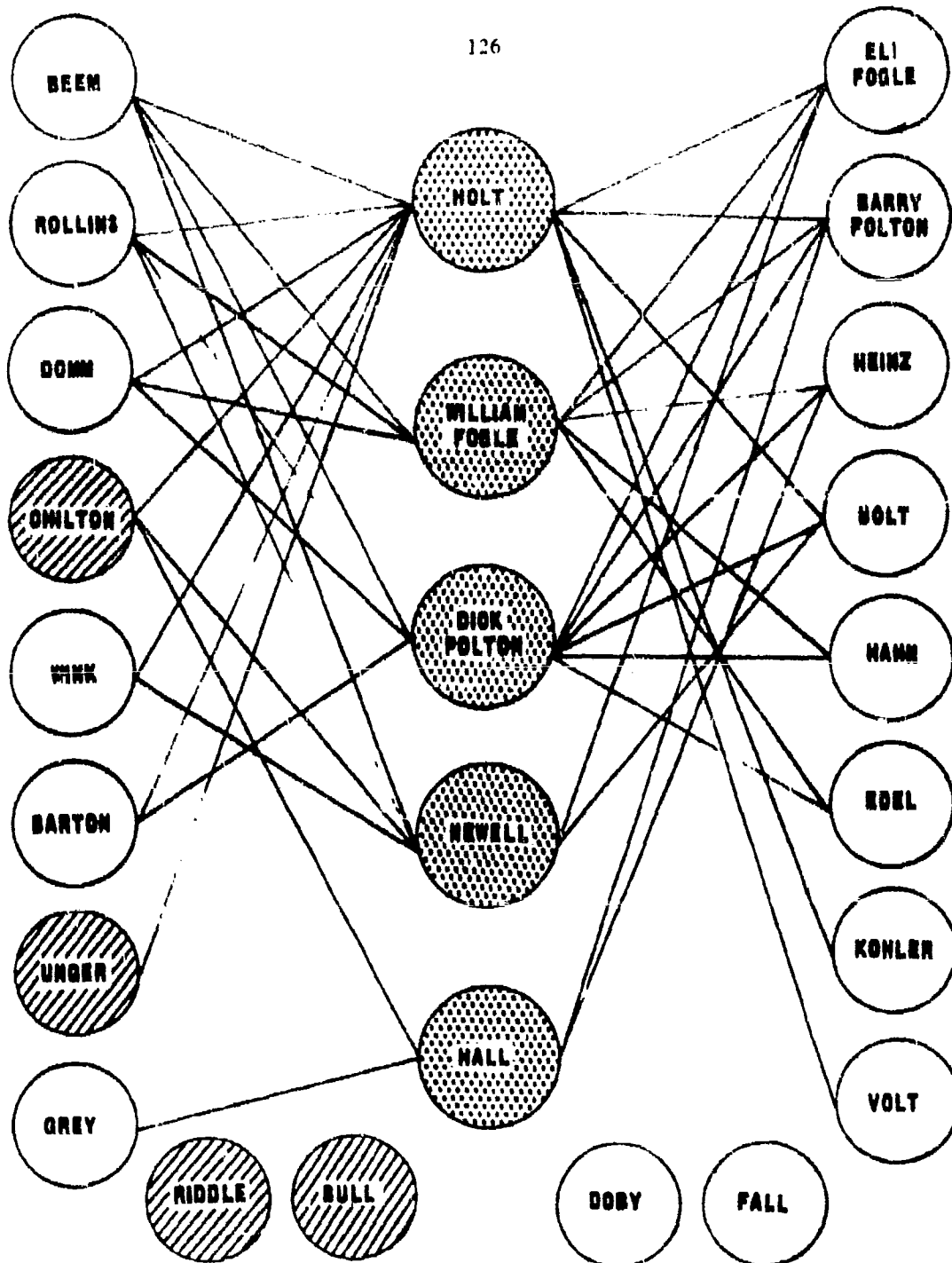
Figure 5. Consensus sociogram of general agreement between power clique and other community influentials
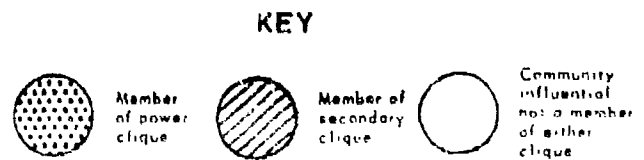
socialization process and business association with their fathers, Eli Fogle and Barry Polton are mutually in agreement with the power clique.

There are several community influentials who do not mutually agree with the power clique. They include Jackson Bull, Elsa Riddle, Ward Grey, Judge Unger, Paul Kohlor, Alma Volt, Van Fall, and Bill Doby. Each mutually agrees with one member of the power clique, or with no one.

Figure 6 presents the consensus sociogram of general disagreement between power clique and other community influentials. Generally, the community influentials who are not in mutual agreement with the power clique as presented in Figure 5 are in mutual disagreement with the power clique. Mrs. Elsa Riddle disagrees more than any other community influential with the group. Ward Grey, Judge Unger, and Van Fall are each in mutual disagreement with three power clique members. Jones Chilton, Jackson Bull, Paul Kohler, Tim Heinz, and Alma Volt are in mutual disagreement with two power clique members.

A secondary power clique may be delineated from the analysis of the agreement-disagreement data. This clique includes Elsa Riddle, Judge Unger, Jackson Bull, and Jones Chilton. The secondary power clique generally disagrees with the power clique. The extent to which they disagree is presented in Figure 6. The mutual and single agreements for the secondary power clique are presented in Figure 7. Solid lines represent mutual choices. A broken line with an arrow represents a single choice, i.e., for example, Jackson Bull names himself in agreement with Mrs. Riddle.

Jackson Bull mutually agrees with Judge Unger and Jones Chilton on community issues. He also indicated he agrees with Elsa Riddle; however, Mrs. Riddle did not indicate agreeing with Jackson Bull on community issues. Judge Unger has mutual agreement with Mrs. Riddle and Jackson Bull. Jones Chilton and Jackson Bull each have a mutual agreement. The secondary power
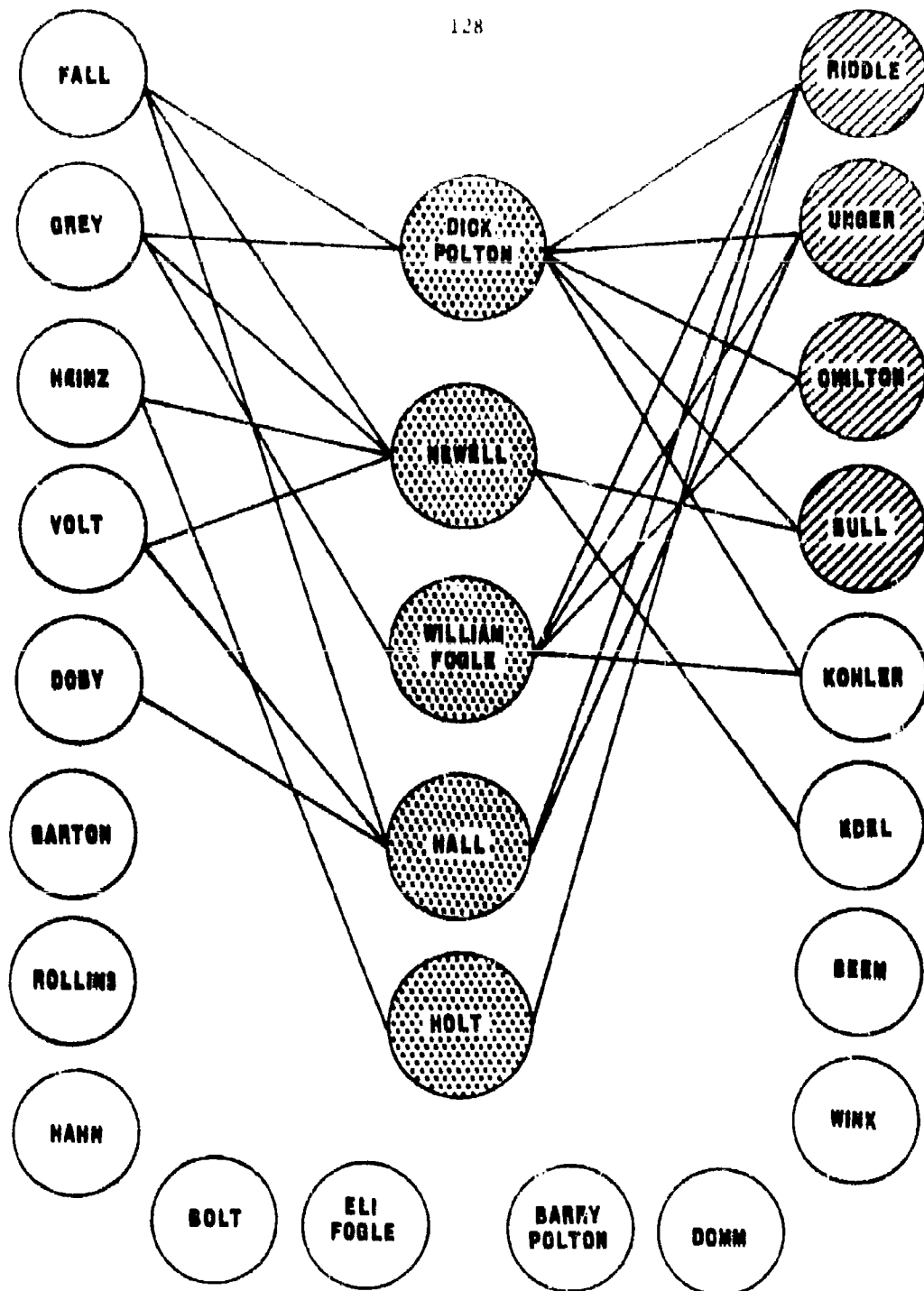
Figure 6. Consensus sociogram of general _disagreement_ between power clique and other community influentials
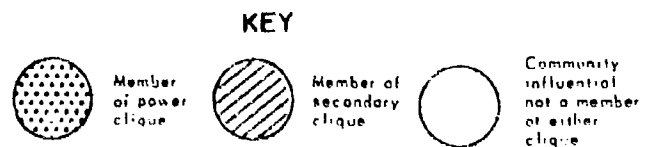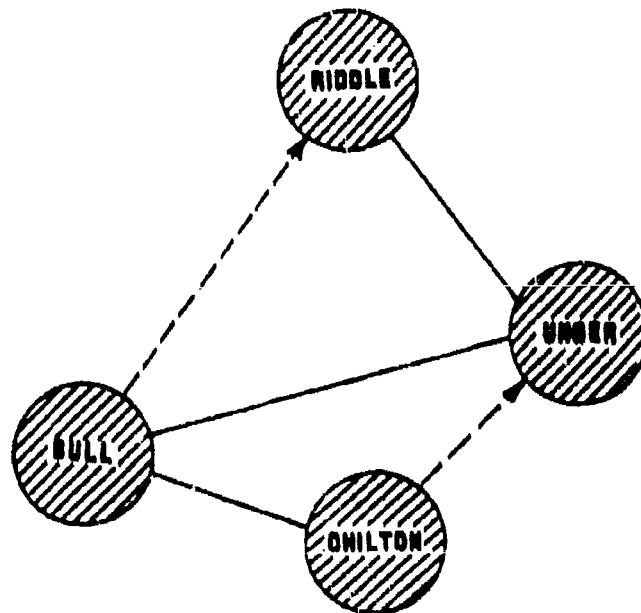
Figure 7. General agreement among
members of secondary
power clique (single and
mutual choices)

KEY

Member of
secondary
clique

Actor
A
chooses

Actor
B

Mutual choice   Single choice
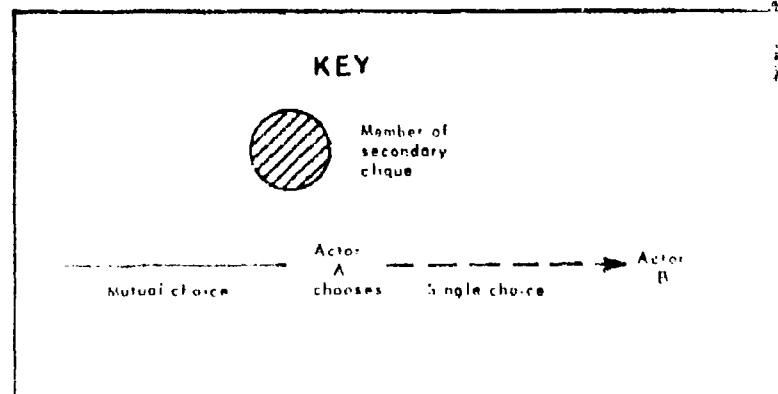
does not appear to have intensive linkages which the power clique of Alvin Hall, Dick Polton, Blaine Newell, William Fogle and Cary Holt present.

On the basis of the data presented which illustrates two clique groups, it is concluded that the data support the empirical hypothesis that there will be an identifiable consensus sociogram.

From the analysis of data presented in testing E.H. 15, 16, and 17, it is concluded that there is a structure in social relations among the community influentials. Community influentials interact with each other during the course of their daily business, but certain community influentials were found to interact more together than with others. In addition, community influentials were found to have home visitation patterns. The empirical data revealed that within the community influential pool two groups were found to have a high degree of agreement on community issues. Between the two groups there appears to be a high degree of disagreement. On the basis of the data presented in E.H. 15, 16, and 17 it is concluded that social power is structured in the social system by community influentials acting in concert.

Implications for Change Agents

In analyzing the structure of community power relations, the change agent, such as the civil defense director, will probably find a structure of relations among community influentials. Some community influentials may interact more than other community influentials. They may have informal coffee groups in which they discuss community affairs. Certain community influentials may visit in each other's homes on a regular basis. Within the pool of community influentials, there is likely to be a power clique or cliques which may have a high degree of agreement on community affairs. In addition, there may be a

power clique or cliques which are in disagreement with other community influentials about community issues.

Knowledge of the structure of social relationships among the community influentials by the change agent may serve as a tool in the initiation and implementation of new programs such as civil defense. Although a change agent may not have direct access to clique power groups which affect decision making in various community issue areas, he may indirectly have access to clique power groups through other community influentials who interact with members of the clique. If the change agent has delineated a power clique as the legitimizers of action in various issue areas with which he has no linkage, he may obtain legitimation for new programs or access to the group through other community influentials who interact with the clique. The change agent may find it beneficial to establish a linkage with one or more members of the clique.

If the change agent obtains information on the structure of social relations among community influentials, he may be able to delineate relevant patterns which may affect community decision making. A knowledge of the interaction patterns may assist in delineating factions or opposing groups which are competing for social power in a particular issue area. Community influentials who interact regularly together may act in concert to legitimize and determine the course of social change within the community.

CHAPTER

MONOMORPHIC OR POLYMORPHIC POWER

Relevance to Civil Defense

. The community influentials were found to have a structure in their re-
lationships with each other. In addition to their structure in informal groups
such as coffee groups and home visitations, community influentials may perceive
structures of social power depending upon the community issue areas. The struc-
ture of power relations in various issue areas may vary depending upon the
community in which the change agent, such as the civil defense agent, desires
to initiate and implement new programs. Within a community, one power struc-
ture may legitimize social action in the major issue areas which concern the
community. In other communities, the power structure may vary depending
upon the issue area. In this case, the power structure which legitimizes
and implements social action in politics may differ from the power structure
which legitimizes and implements social action in business and industry.

Change agents, such as civil defense personnel, are concerned with
legitimizing and obtaining participation from the relevant power structure
for the issue area in which action is to be implemented. In initiating new
civil defense programs the local civil defense director needs to be concerned
with initiating and legitimizing the program with the power structure which is
concerned with civil defense. If the change agent fails to legitimize the
new program with the relevant issue area power structure, he may find that
community influentials will exercise power to b' .: the initiation and adop-
tion of new programs. A knowledge and understa   ig of the extent to which
power structures vary depending upon the issue area may assist the change
agent in legitimizing and initiating new programs in the community.

Are community influentials perceived to have similar amounts of power regardless of the community issue areas? Or do the community influentials perceived to have the most social power in one issue area differ from the community influentials perceived to have the most social power in other issue areas? Are community influentials concerned with all issues or only with the major issues of the community? If the change agent, such as the local civil defense director, seeks answers to these questions prior to initiating a new program, he may enhance the possibility of social change. The change agent may legitimize the new program with the relevant power structure. The new program may be more readily accepted if approval or legitimation has been given by the relevant power structure. The following section will present the findings of some power studies on power structures.

Background and Derivation of General Hypothesis

The review of research presented earlier in this report indicated that there are different sources or bases of social power. The different social action programs which the community considers in its decision-making process generally require different resources to initiate and implement. In the community, different influentials will probably have different resources or sources of social power (knowledge, skills, money, etc.) to contribute to community action programs. It would seem logical that the power structure of the community would vary depending on the issue area and the resources needed for the program.

Rossi (21) points out that the number of decision makers and decisions made in a large community is so great that complete monitoring by a single power structure seems impossible.

In Community Power Structure, Hunter states:

Only a rudimentary 'power pyramid' of Regional City will be presented. One may be content to do this because I doubt seriously that power forms a single pyramid with any nicety in a community the size of Regional City. There are pyramids of power in this community which seem more important to the present discussion than a pyramid (10, p. 62).

Miller (14) refers to top influentials and key influentials. Top influentials are a number of influential persons from whom particular decision makers are drawn into various systems of power relations according to community issues and projects that arise. Key influentials are the acknowledged leaders of the top influentials. The key influentials exercise great influence in either initiating or sanctioning a project or issue. Miller found that key influentials do not repeatedly act in concert utilizing subordinate groups. Different combinations of key influentials and top influentials will appear depending upon the issue.

In a Mississippi community Fanelli (7) found that only one person of the 25 leaders studied ranked near the top in three issue areas. A possible factor contributing to the specialization is the variation in occupational roles among community influentials. The one generalized leader, the newspaper editor, may play a generalized role on community issues due to his particular occupation. His analysis of the data indicated that leadership roles tend to be specialized.

Powers (20) and Tait (23) found in two small Iowa communities that the same community influentials become involved to some degree in nearly all of the community issues. From this standpoint the community influentials tended to form a monomorphic power structure. At the same time, however, the analysis suggested that the power structure changes from issue to issue. From this standpoint the power structure tends to be polymorphic in nature.

Form and Sauer (8) found in their study that half of the influentials studied (40 in total) perceived a small group as being responsible for making

most of the important community decisions. In turn, one-half of the influentials perceived the decision makers as changing depending on the issues involved.

In his study of the leaders and subleaders in three issue areas (political nominations, urban redevelopment, and public education) Dahl (4) found that community influentials in one issue area are not likely to be influentials in other issue areas. He also concluded that leaders in different issue areas do not seem to be drawn from a single homogeneous stratum of the community.

The review of research indicates that the change agent might predict that the community influentials who affect the decision-making process in one issue area differ from the community influentials in other issue areas. The following general hypothesis is stated:

> G.H. 5   Internal community knowledgeables and community influentials
> will perceive the power structure to vary depending on the
> issue area.

Operational Measures and Findings--Internal Community Knowledgeables

To aid in operationalizing the general hypothesis that internal knowledge-ables and community influentials will perceive the power structures to vary depending on the issue area, probe questions were asked regarding persons who are perceived to have social power in different issue areas. During the second phase of the field procedure, internal community knowledgeables were asked to name persons they perceived to be influential in seven community issue areas. The issue areas included general affairs, industry, politics, recreation, school reorganization, support of farmer, and retail sales.

One example of the questions which the internal community knowledgeables were asked is the following:

> If a school reorganization issue came up, who do you think would
> be the person or persons most influential in obtaining or blocking
> the reorganizational proposal?

In response to this question and similar questions for each of the other six issue areas, the sixteen internal community knowledgeables provided names of persons they perceived to be the most influential in each of the seven community issue areas.

One measure of the extent to which internal community knowledgeables and community influentials perceive the power structure to vary depending on the issue area is the degree to which internal community knowledgeables perceive different persons as being the most powerful in comparing the seven issue areas. The data will be anlayzed by comparing all the names provided by internal community knowledgeables in each of the seven issue areas with all the names provided for each of the other issue areas. For example, all of the different names mentioned in industry will be compared with all of the names mentioned in politics. In this manner the internal community knowledgeables' perceptions of the structure of power in community affairs can be obtained.

For the purposes of measurement the structure of power will be considered singular or monomorphic if there is 75 percent or greater duplication of names in comparing each issue with every other issue. A singular or monomorphic power structure is defined as a structure of power in which the same persons are the most powerful in different community issue areas. If the power structure is monomorphic in nature, then generally, the researcher would expect the internal community knowledgeables to name the same persons as being the most influential in each of the seven issue areas.

The structure of power will be considered pluralistic or polymorphic if there is less than 75 percent duplication of names in analyzing internal community knowledgeables' perceptions of the most powerful individuals in the seven community issue areas. A pluralistic or polymorphic power structure

is defined as a structure of power in which different persons are the most powerful in different community issue areas. If this is the case, several power structures exist in the community. Generally, the researcher would expect the internal community knowledgeables to name different persons as being the most influential in each of the seven issue areas if the structure of power is in reality polymorphic in nature. This measure of the extent to which the power structure is monomorphic or polymorphic in nature will be referred to as the internal knowledgeables index of polymorphic power.

The procedure for determining the internal knowledgeables index of polymorphic power consists of three steps. First, in comparing two issues, the number of persons appearing at least once in both lists were counted. For example, in comparing general affairs and industry, 26 persons appeared in both the general affairs and industry issue area lists. Second, the total number of different persons appearing once in either or both issue area lists was determined by counting each person whose name appeared. In the comparison of general affairs and industry, 2? persons appeared in either general affairs or industry. Twenty-nine persons appeared in both the general affairs and industry issue area lists. The total number of different persons appearing once in either or both of the two issue areas is thus 49. In the third step the number of persons whose names appeared in both lists (26) was divided by the total number of different persons whose names appeared at least once in either or both issue area lists (49). This percentage figure (53.1) is the internal knowledgeable index of polymorphic power for the comparison of general affairs and industry.

The following 21 empirical hypotheses will analyze the internal community knowledgeables' perceptions of monomorphic or polymorphic power. These empirical hypotheses include E.H. 18 through E.H. 38.

Operational measure 1

> E.H. 18 The internal knowledgeables index of polymorphic power will be
> less than 75 between the issues of general affairs and industry.

Table 7 presents the internal knowledgeables indexes of polymorphic power.
All names mentioned in comparing each issue with every other issue were included
in computing the indexes.

The index is 53.1 when the issues of general affairs and industry are
compared. The empirical hypothesis that the internal knowledgeables index of
polymorphic power will be less than 75 between the issues of general affairs
and industry is supported.

Table 7. Internal knowledgeables index of polymorphic power (includes all
mentions)

	General affairs	Industry	Politics	Recreation	School reorg.	Support of farm	Retail sales increase
General affairs		53.1	22.0	34.6	36.2	17.1	25.0
Industry			16.7	36.4	35.5	14.5	25.0
Politics				5.9	14.1	13.5	3.6
Recreation					25.4	9.3	25.0
School reorg.						15.2	14.3
Support of farmer							4.7
Retail sales increase							

Operational measure 2

> E.H. 19 The internal knowledgeables index of polymorphic power will
> be less than 75 between the issues of general affairs and
> politics.

the index is 22.0 for the comparison of all names mentioned in general
affairs and politics. The empirical hypothesis that the internal knowledgeables
index of polymorphic power will be less than 75 between the issues of general
affairs and politics is supported.

Operational measure 3

B.H. 20 The internal knowledgeables index of polymorphic power will be
less than 75 between the issues of general affairs and recreation.

The index presented in Table 7 is 34.6. The empirical hypothesis that
the internal knowledgeables index of polymorphic power will be less than 75
between the issues of general affairs and recreation is supported.

Operational measure 4

B.H. 21 The internal knowledgeables index of polymorphic power will be
less than 75 between the issues of general affairs and school
reorganization.

Table 7 presents the index between general affairs and school reorganiza-
tion. The index is 36.2. The empirical hypothesis that the internal knowledge-
ables index of polymorphic power will be less than 75 between the issues of
general affairs and school reorganization is supported.

Operational measure 5

E.H. 22 The internal knowledgeables index of polymorphic power will
be less than 75 between the issues of general affairs and
support of farmer.

The internal knowledgeables index of polymorphic power between general
affairs and support of farmer is 17.1. The empirical hypothesis that the
internal knowledgeables index of polymorphic power will be less than 75 between
the issues of general affairs and support of farmer is supported.

Operational measure 6

E.H. 23 The internal knowledgeables index of polymorphic power will be less than 75 between the issues of general affairs and retail sales increase.

The index for comparing all mentions is 25.0. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between the issues of general affairs and retail sales increase is supported.

Operational measure 7

E.H. 24 The internal knowledgeables index of polymorphic power will be less than 75 between the issues of industry and politics.

The internal knowledgeables index of polymorphic power between industry and politics is 16.7. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between the issues of industry and politics is supported.

Operational measure 8

E.H. 25 The internal knowledgeables index of polymorphic power will be less than 75 between industry and recreation.

The index for comparing all mentions is 36.4. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between industry and recreation is supported.

Operational measure 9

E.H. 26 The internal knowledgeables index of polymorphic power will be less than 75 between industry and school reorganization.

The internal knowledgeables index of polymorphic power between industry and school reorganization is 35.5. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between industry and school reorganization is supported.

Operational measure 10

E.H. 27 The internal knowledgeables index of polymorphic power will be less than 75 between industry and support of farmer.

The index for the comparison of all mentions in industry with all mentions in the support of farmer issue area is 14.5. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between industry and support of farmer is supported.

Operational measure 11

E.H. 28 The internal knowledgeables index of polymorphic power will be less than 75 between industry and retail sales increase.

The index, comparing all mentions, is 25.0. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between industry and retail sales increase is supported.

Operational measure 12

E.H. 29 The internal knowledgeables index of polymorphic power will be less than 75 between politics and recreation.

The index for the comparison of all mentions in politics with all mentions in recreation is 5.9. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between politics and recreation is supported.

Operational measure 13

E.H. 30   The internal knowledgeables index of polymorphic power will
           be less than 75 between politics and school reorganization.

Table 7 presents the index between politics and school reorganization.
The index is 14.1. The empirical hypothesis that the internal knowledgeables
index of polymorphic power will be less than 75 between politics and school
reorganization is supported.

Operational measure 14

E.H. 31   The internal knowledgeables index of polymorphic power will be
           less than 75 between politics and support of farmer.

The index for the comparison of all mentions in politics with all men-
tions in the support of farmer issue area is 13.5. The empirical hypothesis
that the knowledgeables index of polymorphic power will be less than 75 between
politics and the support of farmer issue area is supported.

Operational measure 15

E.H. 32   The internal knowledgeables index of polymorphic power will
           be less than 75 between politics and retail sales increase.

The knowledgeables index of polymorphic power between politics and
retail sales increase is 3.6. The empirical hypothesis that the knowledgeables
index of polymorphic power will be less than 75 between politics and retail
sales increase is supported.

Operational measure 16

E.H. 33   The internal knowledgeables index of polymorphic power will
           be less than 75 between recreation and school reorganization.

The index is 25.4 for the comparison of all names mentioned in recreation with all names mentioned in school reorganization. The empirical hypothesis that the knowledgeables index of polymorphic power will be less than 75 between recreation and school reorganization is supported.

Operational measure 17

B.H. 34 The internal knowledgeables index of polymorphic power will be less than 75 between recreation and support of farmer.

The internal knowledgeables index of polymorphic power between recreation and support of farmer is 9.3. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between recreation and the support of farmer issue area is supported.

Operational measure 18

B.H. 35 The internal knowledgeables index of polymorphic power will be less than 75 between the issues of recreation and retail sales increase.

The index for the comparison of all mentions in recreation with all mentions in the retail sales increase issue area is 25.0. The empirical hypothesis that the internal knowledgeable index of polymorphic power will be less than 75 between the issues of recreation and retail sales increase is supported.

Operational measure 19

B.H. 36 The internal knowledgeables index of polymorphic power will be less than 75 between the issues of school reorganization and support of farmer.

The internal knowledgeables index of polymorphic power between school reorganization and support of farmer is 15.2. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between the issues of school reorganization and support of farmer is supported.

Operational measure 20

E.H. 37   The internal knowledgeables index of polymorphic power will be less than 75 between the issues of school reorganization and retail sales increase.

The internal knowledgeables index of polymorphic power between school reorganization and retail sales increase is 14.3. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between the issues of school reorganization and retail sales increase is supported.

Operational measure 21

E.H. 38   The internal knowledgeables index of polymorphic power will be less than 75 between the issues of support of farmer and retail sales increase.

The index for the comparison of all mentions in the support of farmer issue area with all mentions in the retail sales increase issue area is 4.7. The empirical hypothesis that the internal knowledgeables index of polymorphic power will be less than 75 between the issues of support of farmer and retail sales is supported.

Operational Measures and Findings--Community Influentials

During the third phase of the field procedure the community influen-
tials were asked to rate other community influentials and themselves on scales
designed to measure social power. As was discussed in Chapter 5, each commun-
ity influential was asked to rate other community influentials and himself
on the issues of (1) industry, (2) politics, (3) general affairs, (4) Civil
Defense Exhibit, and (5) Midwest County Planning Commission. Therefore,
a second measure of the extent to which internal community knowledgeables
and community influentials will perceive the power structure to vary depending
on the issue area is the degree to which the community influentials perceive
different persons to have the most power in different community issue areas.

The scale which was developed to measure social power consisted of 11
points. It was numbered from 1 to 11. The first point was designated as no
influence. The other end of the continuum was designated as very influential.

The community influentials did not make a sufficient number of ratings
in the Civil Defense Exhibit and the Midwest County Planning Commission issue
areas to make it possible to compare these two issue areas with the other
three issue areas. Generally, the community influentials did not rate other
community influentials and themselves due to the fact that many of them
had not participated in either of these two issue areas. While six of the
community influentials exercised social power in the civil defense issue
area, the other community influentials were not involved and lacked knowledge
of the Civil Defense Exhibit power structure. The community influentials were
generally not involved in the Midwest County Planning Commission. However,
sufficient ratings were made in industry, politics, and general affairs to
permit an analysis of the community influentials' perceptions of the most
powerful individuals in these three issue areas.

A mean power value was determined for each community influential in each
of three issue areas. This value was calculated by (1) summing the ratings
which other community influentials made on each community influential and
(2) dividing this total by the number of persons rating the community influen-
tial. The community influentials' perceptions of their own power were not
included in the analysis. After determining the mean power values for each
community influential a comparison of mean power values between issues can
be made. In comparing and evaluating the relationship between two issue
areas, a correlational analysis will be used. Before presenting the corre-
lational findings a brief discussion of correlations is presented as it relates
to issue areas and community influentials.

As man perceives the empirical world, he mentally observes relationships
between social attributes. For example, a change agent may observe that the
same community influentials who legitimize obtaining a new industrial plant
for the community also give sanction to the development of a recreational
center. Therefore, the change agent may perceive a relationship between the
power which community influentials exercise in industrial development and
the power which they exercise in the recreational issue area. For some
purposes, a rough subjective approximation of the relationship between the
power exercised in the two issue areas may be fairly satisfactory.

For scientific purposes, more accurate measurement than a subjective
approximation of the relationship between variables is desired. The problem
of precisely measuring the relationship between social attributes is complex.
This complexity is due to various factors. A major factor is due to the fact
that any event in the empirical world is the outcome of a multiplicity of
relevant influencing factors. Adding to the complexity is the fact that
the same factors may be related to two different outcomes, but the intensity

of the factors producing each outcome may vary. Factors are constantly in interaction with each other to add to the complexity of measuring a relationship between two variables. Obtaining a precise measure of a relationship is complex.

Mueller and Schuessler (17) present two broad evidences of relationships between variables. The first evidence is the relative frequency with which social attributes occur together. This evidence presents the relationship by tabulating and classifying the frequency of observations. An example would be to summarize the frequency of mentions in industry and the recreational issue area and compare the two with a statistical analysis.

The second evidence of a relationship between two variables is the fact that a unit change in one variable produces a unit change in the other variable. If this is found to be the case, one may conclude that the two variables are somehow related to each other. This procedure attempts to determine the strength of the relationship in addition to establishing a relationship. The product-moment coefficient of correlation is among the statistical tests in this second category. This test will be used in the present analysis to compare the community influentials' perceptions of the amount of power they perceive other community influentials to have in three issue areas.

The researcher must establish some criteria for stating whether or not a relationship exists between two variables. The significance level established for testing the relationship between power values assigned by community influentials in different issue areas is the .05 level of significance. The calculated correlation value will be compared with the tabular (theoretical) value at the .05 level of significance. The tabular value at the .05 level of significance depends upon the degrees of freedom. For the correlation of 25 mean power values in two different issue areas there are 23 degrees of

freedom. With 23 degrees of freedom, the tabular value is .396.

At the .05 level of significance one would expect to obtain a calculated value of correlation larger than .396 only 5 times in 100 samples when in the population being studied there is no relationship between the two variables being compared. If the calculated value is larger than .396 one is usually willing to conclude that there is a relationship between the two variables. The correlations comparing mean power values will be statistically evaluated at the .05 significance level. It will be concluded that a relationship exists if the calculated value of correlation is greater than .396.

In summary, by computing correlations between the mean power values of community influentials on each issue with every other issue, an index of whether the community power structure is monomorphic or polymorphic can be obtained. This measure will be referred to as the community influentials index of polymorphic power.

The above discussion of the community influentials' perceptions of the most powerful community influentials in three different issue areas may now be stated as the next three operational measures.

Operational measure 22

E.H. 39 The community influentials index of polymorphic power between general affairs and industry will not be positively significant.

Table 8 presents the community influentials indexes of polymorphic power. The correlation between general affairs and industry is .905 which is positively significant at the .05 level of probability. The empirical hypothesis that the community influentials index of polymorphic power between general affairs and industry will not be positively significant is not supported.

Table 8. Community influentials indexes of polymorphic power (raw power values used)

	General Affairs	Industry	Politics
General affairs		.905	-.177
Industry			-.311
Politics			

Operational measure 23

B.H. 40 The community influentials index of polymorphic power between general affairs and politics will not be positively significant.

The index between general affairs and politics is -.177 which is not positively significant at the .05 level of probability. The empirical hypothesis that the community influentials index of polymorphic power between general affairs and politics will not be positively significant is supported.

Operational measure 24

B.H. 41 The community influentials index of polymorphic power between industry and politics will not be positively significant.

The correlation between industry and politics is -.311 which is not positively significant at the .05 level of probability. The empirical hypothesis that the community influentials index of polymorphic power between industry and politi will not be positively significant is supported.

In summary, the analysis of the internal community knowledgeables and community influentials' perceptions used two different types of measurement. The internal knowledgeables indexes of polymorphic power used only names for the comparison of issue areas. The internal knowledgeables were not asked to

rank or assign weighted power values to the amount of social power they perceived each individual to have. The community influentials indexes of polymorphic power used weighted values for the comparison of issue areas. The community influentials assigned numerical weights to the amount of social power they perceived each person to have. They rated other community influentials and themselves on scales designed to measure social power.

A comparison of the internal knowledgeables indexes of polymorphic power considering all mentions range from 3.6 for the comparison of politics and retail sales increase to 53.1 for the comparison of general affairs and industry.

A comparison of the community influentials indexes of polymorphic power points out that the data do not support B.H. 39 but do support B.H. 40 and 41. The community influentials perceive the power structure in general affairs to be similar to the power structure in industry. In comparing the issue areas of general affairs and industry the community influentials perceive the structure of power to be monomorphic in nature. However, the community influentials perceive the structure of power to be polymorphic in comparing both general affairs and industry with politics.

A comparison of the internal knowledgeables index of polymorphic power between general affairs and industry and the community influentials index of polymorphic power for the same issues indicates some similarity. Although the internal knowledgeables perceived the power structure to vary between general affairs and industry, the degree of overlap of individuals who appeared in both the general affairs and industry issue areas was 53.1 percent. This index was the highest among the 21 operational measures of the internal knowledgeables' perceptions of power structures. The internal knowledgeables perceived some community actors as having social power in

both the general affairs and industry issue areas. The community influentials
generally perceived the same power structure to have the capability to control
the behavior of others in both general affairs and industry. Although the
internal knowledgeables did not perceive a monomorphic power structure, they
did perceive an overlap of community influentials in general affairs and
industry. It is concluded that when comparing the two issue areas, general
affairs and industry, there appears to be a monomorphic power structure.

Of the 24 empirical hypotheses 23 support the general hypothesis that
internal community knowledgeables and community influentials will perceive
the power structures to vary depending on the issue area. One empirical
hypothesis did not support the general hypothesis. On the basis of the data
presented, it is concluded that internal community knowledgeables and com-
munity influentials perceive the power structures to vary depending on the
issue area.

Implications for Change Agents

The internal community knowledgeables and the community influentials
perceived the power structures to vary among issue areas. This general
finding has implications for civil defense change agents. Considering pre-
vious research and the findings presented in this report, the change agent
may conclude that there will probably be different power structures depending
upon the issue area. The findings indicate to the change agent that the per-
sons who legitimize or give sanction to new programs in one issue area may
not be perceived to be the relevant power holders in other issue areas. For
example, the persons perceived to have the most power in industry were generally
not perceived among the most powerful in politics.

Although the internal community knowledgeables and community influentials'

indexes of polymorphic power were based on perceived power, the community influentials did exercise social power to affect the initiation and implementation of social action. These data were presented in Chapter 6. Thus, in addition to perceiving that community influentials have social power the internal community knowledgeables and community influentials provided examples where persons of perceived power exercised social power. If the change agent asks community knowledgeables and influentials to provide names of persons they perceive to have power and to name instances where they exercised social power, he may delineate the power structures for various community issue areas.

The findings should caution the change agent, such as the local civil defense director, from legitimizing all new programs with one issue area power structure. Also, the change agent may get more marginal returns from working with or through one issue area power structure than another issue area power structure. As a new issue area is introduced into a community perhaps a new power structure for that issue area will develop. Even though a monomorphic power structure may tend to exist in a community, one group of community influentials probably will not affect the decision-making process in all levels of community issue areas.

This research report did not analyze the extent to which community influentials participate in different levels of issues, but future research should investigate the extent to which community influentials participate in both major and minor levels of issues. For example, the community influentials who legitimize an industrial development program and the development of a community hospital may not legitimize or participate in old settler's days and the improvement of the community park. A relevant question for the local civil defense director to ask is where do civil defense issues rank in importance among other community issues?

The change agent needs to consider the power structures which are relevant for legitimizing or giving sanctions to the new program which he desires to implement. A knowledge and understanding of the extent to which the community power structure is monomorphic or polymorphic may be of value to the change agent in initiating and implementing new programs.

CHAPTER 10

INFLUENCE AND AUTHORITY

Relevance to Civil Defense

In the process of initiating and implementing social action programs the civil defense change agent is faced with legitimizing action at different stages. In the initial stages of social action the change agent may need to legitimize the action with the relevant community influentials. Many times change agent· have assumed that persons of authority have the most power in community affairs. For example, the change agent may legitimize action with the president of the Kiwanis Club, the members of the city council, the mayor, or other formal office holders.

Other change agents may perceive that persons of influence have the most power in community affairs. While persons of influence may have held authoritative positions in the past, these community influentials have social power due to their past achievements, knowledge of community problems, willingness to work, ability to think, or other sources of power. They may work "behind the scenes" to legitimize action.

If social action programs are to be successfully implemented, the change agent needs to have an understanding of the relationship of authority and influence as social power. Are the persons who have the most power in community affairs persons having authority? Or are persons having influence the most powerful in community affairs? Answers to these questions may assist the change agent in locating community influentials. If community influentials who are perceived to have the most power are currently holding formal positions, then the change agent's problem of delineating community influentials is less complex. On the other hand, if community influentials who are perceived to

have the most power are men or women of _influence_ rather than men or women of authority, the change agent's problem of delineating community influentials is more complex. Locating community influentials who operate "behind the scenes" is a complex process. Prior to determining the relationship of _influence_ and authority _as social power_, a review of previous research focusing on this topic will be presented.

Background and Derivation of the General Hypothesis

In their study of a small social system Vidich and Bensman (25) found that most top leaders held no political office. One top leader held the formal office of clerk to the village board. Many of the technical implementers who carried out the actions, but who made no major policy decisions, appeared to be in positions of formal authority.

Miller (15) studied the manner in which small American communities mobilize their resources toward health goals. His data for two communities in different regions of the United States revealed that in the Southeastern community the basis of decision making was cast largely in terms of position (authority). In a specific instance three of the top four decision makers in the hospital issue held offices which made them county oriented. In the Northeastern community decision making appeared to be based more on a basis of social property or resources and proficiencies vested in persons of influence. Among the top four people no one was a political leader or a political office holder.

In the Southtown study Stewart (22) compared the formal office holders with the top influentials. The analysis of the data pointed out that 38 percent of the 55 top influentials held no office. Of the 43 persons holding two or more offices 56 percent were among the top influentials.

White (27) found in a relatively small social system t at informal and formal leadership are not closely related to each other. The data revealed that change agents would by chance be right 50 percent of the time if he knew the leaders present in one hierarchy, in selecting among them for persons who would be in the other hierarchy. His data indicate that the researcher or change agent might expect to find many top community influentials without a significant amount of authoritative power.

The data of Powers indicated that ". . . present power is unrelated to total authority ever accumulated and inversely related to authority possessed within the last five years" (20, p. 130). His conclusion was that influence plays the major role in determining the amount of power an individual has.

From the above discussions the following general hypotheses is derived.

G.H. 6   Community influentials perceived to have more power will have no more authority than community influentials perceived to have less power.

Operational Measures and Findings

During the course of interviewing the community influentials they were asked to provide a list of the organizations (both present and past) to which they belonged. Each community influential was asked to name the formal offices, board memberships, and committee chairmanships which they had held in each organization. In addition, each community influential was asked to name the elected or appointed offices (such as mayor) which he is currently holding or had held in the past. The organizations and offices included the Chamber of Commerce, Junior Chamber of Commerce, Kiwanis Club, Ro rv Club, Methodist Church, Catholic Church, Congregational Church, American .gion, Veterans of Foreign Wars, Republican Party, Democratic Party, mayor, city council, school board officer and many others. A formal office score will

be obtained for each community influential from these data.

To determine each community influential's formal office score weighted values were assigned to the formal positions either, either elective or appointive, which the community influential had held. The following weighted scale will be used for the purposes of this analysis: president, 5 points; vice-president, 4 points; secretary, secretary-treasurer, or treasurer, 3 points; board member or committee member and an officer of the board or committee, 2 points; and other minor office or committee member, 1 point.

The above values will be assigned to all offices in the local community. For each additional level of social system an additional point will be added. The additional levels considered are county, regional (several counties), state, and national.

While it is recognized that it may not actually be true in all cases, the basic assumption which is stated for the purpose of this analysis is that the same office in different organizations within the community is of equal importance in the exercise of authority. For the purposes of the analysis formal offices held prior to living in Prairie City will not be used in determining formal office scores. Authoritative power, the rights given to an individual in one community, will not be considered to be transferable to a new community.

In the procedures explained in Chapter 9 mean power values were determined for each community influential in three different issue areas. For this analysis the mean power values on industry, politics, and general affairs will be summed for each community influential to obtain a mean power score for each community influential. This score represents the power which each community influential is perceived to have based upon other community influentials' perceptions.

The statistical analysis which will be used to measure the relationship between formal office scores and mean power scores is the product-moment co-efficient of correlation. The extent to which the mean power scores do not correlate with formal office scores is a measure of extent to which the community influentials perceived to have more power will have no more author-ity than community influentials perceived to have less power. This measure will be referred to as the power-authority index.

The level of significance for testing the power-authority index is the .05 level of probability. The tabular (theoretical) correlation value for the .05 level of significance with 23 degrees of freedom is +.396. If a significant value of +.396 or greater is obtaine' it will be concluded that the persons perceived to have the most power are also the persons having the most authority in the community. If a correlation value of less than +.396 is obtained it will be concluded that the persons perceived to have the most power have no more authority than those perceived to have less power. One can then infer that influence is more relevant to social power than authority.

The following empirical hypothesis may now be stated:

E.H. 42 The power-authority index will not be positively significant.

The power-authority index is -.178 which is not positively significant at the .05 level of probability. The empirical hypothesis that the power-authority index will not be positively significant is supported.

Operational measure 2

In addition to the previously mentioned data which the community influen-tials were asked to provide about their participation in formal offices (elec-ted or appointed), they were asked to provide the approximate year or years which they held formal positions. Therefore, a second measure of the extent

to which the community influentials perceived to have more power will have no more authority than community influentials perceived to have less power is the extent to which they are not presently participating in formal positions.

The offices held by community influentials were assigned weighted values as previously described. The previous empirical hypothesis compared the relationship of the total formal offic score which included all current and past offices held with mean power scores. The present operational measure will compare the current formal office scores with mean power scores. For the purposes of analysis the formal office scores were assigned to five-year periods on the basis of the year the community influential assumed the responsibilities of the office. One period consisted of seven years (1956-1962). The current formal office scores for the 1956-1962 period will be compared with the mean power scores.

In the previous section the mean power values on industry, politics, and general affairs were summed for each community influential. The mean power score for each community influential will be analyzed in relation to each community influential's present formal office score for the period 1956-1962. The product-moment coefficient of correlation will be used for this analysis.

The extent to which the mean power scores do not correlate with the formal office scores for the 1956-1962 period is taken as a measure of the extent to which the community influentials perceived to have more power will have no more authority than the community influentials perceived to have less power. This measure will be referred to as the power-authority index for 1956-1962.

The level of significance for testing the power-authority index for 1956-1962 is the .05 level of probability. The tabular (theoretical) correlation value for the .05 level of significance with 23 degrees of free- om is +.396. If a significant value of +.396 or greater is obtained it will be

concluded that the persons perceived to have the most power are also the persons having the most authority in the community. If a correlation value of less than +.396 is obtained it will be concluded that the persons perceived to have the most power have no more authority than those perceived to have less power. One can then infer that influence is more relevant to social power than present authority.

The empirical hypothesis can now be stated:

B.H. 43   The power authority index for 1956-1962 will not be positively significant.

The formal office scores by five-year intervals are presented in Table 9. Two periods cover more than five years. The first period covers all formal offices held in 1940 or before. The last period covers 7 years (1956-1962). The correlation between the mean power scores and the formal office scores for the 1956-1962 interval is -.318. This value is not significant at the .05 level of probability. The empirical hypothesis that the power-authority index for 1956-1962 will not be positively significant is supported.

Table 9. Formal office scores by five-year intervals

Community influential	1940 or before	1941- 1945	1946- 1950	1951- 1955	1956- 1962	Total
Dick Bolt	8	8	5	0	2	23
Roger Beem	0	0	0	7	17	24
Judge Unger	0	0	13	9	1	23
Vic Hahn	6	0	5	0	7	18
Frank Wink	0	0	0	23	5	28
Blas Riddle	0	0	2	40	50	92
Francis Edel	0	5	17	18	5	45
William Fogle	8	12	16	5	0	41
Bll Fogle	0	0	0	5	19	24
Dick Pelton	12	0	7	2	0	21
Bill Doby	0	2	16	10	8	36
Lon Barten	0	0	0	14	10	24
Ward Grey	0	0	0	0	5	5
Cary Holt	15	5	4	2	5	31
Alvin Hall	13	0	0	13	13	39
Bary Polton	0	0	0	0	24	24
Tim Heinz	16	0	3	6	16	41
Alma Volt	0	0	11	14	54	79
Bryce Domm	0	0	0	10	37	47
Blaine Newell	0	0	0	9	7	16
Jackson Bull	0	0	3	6	9	18
Paul Kohler	0	4	0	1	10	15
Jones Chilton	0	0	0	1	4	5
Vic Fall	0	0	0	5	23	28
Barney Rollins	0	2	10	4	9	25

The data supported both E.H. 42 and E.H. 43. The general hypothesis
that the community influentials perceived to have more power will have no more
authority than the community influentials perceived to have less power is
supported.[1]

Implications for Change Agents

The community influentials perceived to have the most power in community
affairs were generally not holding formal positions at the present time.
The implication from this finding for the change agent is that community
influentials will probably be men of influence rather than persons occupying
formal positions of authority within the community. In delineating the
relevant power structure for legitimizing or giving sanction to new programs
the change agent may find that the community influentials who exercise power
to affect the decision-making process are not holding formal positions at
the present time.

Although the persons who have the most power to affect the decision-
making process may be men or women of influence, the change agent needs to
be aware of the interrelationship of influence and authority as components
of social power. There is evidence that in Prairie City the community

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[1]The two women in the community influential sample rated among the lower
half in mean power scores. The two women ranked first and second in both total
formal office score and formal office score for the 1956-62 period. Their for-
mal office scores were considerably higher than the formal office scores for
other community influentials. These data appear in Table 9. If the two women
are dropped from the analysis of total formal office scores and mean power
scores, the correlation value is +.417. The tabular (theoretical) correlation
value for the .05 level of significance with 21 degrees of freedom is +.413.
The power-authority index excluding the two women community influentials is
positively significant. In the analysis without the two women, there is a
significant relationship between total formal between total formal office scores
and mean power scores.
When the two women are dropped from the analysis of the formal office scores
for the 1956-1962 period with mean power values, the correlation value is -.188.
This value is not significant. Thus, there is not a significant relationship
between current formal office scores and mean power scores when the two women
are excluded from the analysis.

influentials perceived to have the most social power were holders of formal power at an earlier period of time. Generally, the community influentials who are the most powerful in general affairs, industry, and politics held formal offices during the period prior to 1956. Some of these community influentials held such positions as president of the Chamber of Commerce, president of the Rotary Club, and many others. Community influentials who have the capability to affect the decision-making process may have accumulated a part of their present social power through the roles they performed in formal positions. Chapter 12 will focus upon role performances, i.e., what an individual in a social power position has done, or is expected to do to be in a position of power.

While persons of influence may have more capability to affect the course of community action than persons of authority, the change agent needs to be aware that people in positions of authority play an important role in the initiation and implementation of social action programs. In the course of initiating and implementing new programs, certain legal and procedural actions may need to be taken which involve people of authority. The change agent may be initiating a program which includes a role for government. If government assistance or support is to be granted, the change agent needs to legitimize the action with the persons of authority in government.

Community influentials who are men of influence may interact with persons in formal authoritative positions to affect the decision-making process. If the change agent legitimizes or obtains participation only from community influentials in authoritative positions for new programs, he may overlook the relevant power holders. The community influentials whose social power is based largely on influence may have resources which are vital to the initiation and implementation of new programs. They may be able to influence the

community decision-making process more effectively than authoritative power holders. The social power which men of influence are perceived to have may be due to past achievements, knowledge of community problems, willingness to work, ability to think, or other sources of power. These sources of power may become relevant sources for the initiation and implementation of social change. The next chapter will focus on the sources of power which community influentials perceive to be relevant for social power in community affairs.

CHAPTER 11

SOURCES OF POWER

Relevance to Civil Defense

If influence is the major component of the amount of social power which a community influential has, it would appear important for the change agent to determine the bases or sources upon which the influence rests. In initiating and implementing new programs, the change agent must obtain and organize resources to carry out the program. Resources will be needed at various stages of any social action program. The community influentials may participate in the initial stages by legitimizing or giving sanction to the program. At other stages they may contribute resources which are relevant for the success of the new program.

The planning stage may involve community influentials. In the early stages of developing a plan, the community influentials may contribute human resources. They may include the ability to plan, knowledge of the social system, contacts with formal organizations, access to extra community resources, social participation and other resources. At later stages when the plan of work is being implemented, the community influentials may contribute both human and physical resources for the new program. If the change agent, such as the civil defense director, is to initiate and implement new programs, he will need to mobilize and organize the relevant resources. In accomplishing his task the change agent needs to have a knowledge and understanding of the sources of power of community influentials.

Do community influentials perceive certain sources as giving a community actor social power to affect the decision-making process? What are the relevant sources of power in the community? Do community influentials who are

perceived to have the most social power differ in sources of power? Will
community influentials have sources of power which may be relevant to initiating
and implementing new programs? If the change agent seeks answers to these ques-
tions prior to initiating or implementing new programs, he may more efficiently
and effectively use resources which are relevant to the success of the programs.

Background and Derivation of the General Hypothesis

The review of the literature on social power indicated that the exercise
of social power required facilities or various resources. Lasswell and Kaplan
(11) pointed out that power may rest on various bases which may differ from
one power structure to another. Therefore, a great amount of the value, power,
involves a certain amount of other basic values, i.e., wealth, skills, etc.

Miller (15) found that three of the four top decision makers in the North-
east community had as bases of power: honor, success, vigor, competence,
friendship, loyalty, and Christian living. The data analyzed by Miller re-
vealed that the bases of social power of the top four decision makers were
resources and proficiences vested in the decision makers.

In discussing power structures, Rossi (21) points out that the basis of
power account for the inequality of power among citizens. He lists the attri-
butes of people or social positions which can wield effective influence as
(1) control over wealth and other resources, (2) control over mass media,
(3) control over solidary groups, (4) control over values, and (5) control
over prestigeful interaction. Rossi suggests that wealth as a resource of
influence needs to be turned into control over resources or institutions that
can be used as sanctions. Control over banks, loans, and mass media contribute
to the social power of community influentials.

The Hunter (10) and Pellegrin and Coates (19) studies found that the

economic dominants play a leading role in the power structure of the communities studied. The economic dominants have available as resources: wealth, access to extra-community influentials, and control over business organizations. They are often a major source of voluntary donations to local charities and similar activities. The decision makers or men of power in these communities have various resources at their disposal. Such resources are often necessary for implementing social action programs.

The local civil defense director and other community change agents are involved in action programs which often need different resources. For example, a civil defense director who is attempting to change the community's attitude toward civil defense programs needs access to persons who have control of mass media (radio, television, newspapers). Also he may need access to informal and formal organizations to assist in changing community attitudes. The linkage between the mass media, formal organizations, and informal groups may be provided by community influentials. Knowledge of the sources of power of community influentials may assist th. local civil defense director in determining the roles which community influentials may play in civil defense programs.

From the above discussion which points out that there are different sources of power, the following general hypothesis can be stated:

> G.H. 7 Community influentials will perceive some sources of power
> as being more relevant than others for social power in the
> general affairs of the social system.

Operational Measures and Findings

Operational measure 1

In measuring the sources of social power it will first be established whether the community influentials perceive some sources of power as being

more relevant than others for social power in the community. Wh.. interviewing community influentials, they were provided with a list of 18 sources of power which it was believed may give a person social power in his community. Each community influential indicated the sources of power which he believed are necessary for a person to have social power in Prairie City. In addition, they were asked to specify the top three sources of power in their community.

For the purposes of analysis weighted values will be assigned to the source of power responses which each community influential made. The assigned weighted values are as follows: (1) first source of power, 4 points; (2) second source of power, 3 points; (3) third source of power, 2 points; and (4) checked as a source of power, 1 point. After weighting each community influential's perceptions of the sources of power, the weighted values for each source of power will be totaled. This total score for each source of power will be referred to as a community source of power index. The unit of analysis is a source of power and not one community influential.

A variation in the community source of power indexes is a measure of the extent to which community influentials perceive some sources of power as being more relevant than others for social power in the general affairs of the community. For the purposes of measurement any difference among the community source of power indexes will be considered significant.

The following expected relationship between community influentials and sources of power may now be stated.

E.H. 44   There will be differences among the community source of power indexes.

Table 10 presents the community source of power indexes for 18 sour of power. The indexes range from 0 to 34. The community influentials were

discriminating as to the sources of power which give social power to community influentials in the general affairs of the community. These data support the empirical hypothesis that there will be differences among the community sources of power indexes.

Table 10. Community source of power indexes

Source of power	Index Score
Knowledge of problems	34
Past achievements	33
Willingness to work	29
Ability to think	20
Human relations skills	20
Ability to plan	15
Occupation	12
Has influence with important organizations	11
Knows lots of people	10
Holds an authority position	7
Is a source of good ideas	6
Family background	5
Controls money and credit	3
Controls mass media	3
Access to sources of power outside the community	2
Flexible in time commitments	2
Control over jobs	1
Formal education	0

Operational measure 2

If the community source of power indexes differ, then logically it should follow that the most powerful persons in general affairs would have as sources of power those sources which the community influentials perceived as being more relevant than others for social power in general affairs. After indicating the relevance of the 18 listed sources of power, the community influentials were asked to check the sources of power they considered when rating the top five community influentials.

Each community influential rated other community influentials on scales designed to measure social power in general affairs. He was asked to check the sources of power he considered for the five individuals he assigned the highest values on the general affairs scales. In addition, each community influential was asked to rank the top three sources of power which he believed contributed to the amount of power each of the five individuals were perceived to have. The community influentials' perceptions of the sources of power of the persons they perceived to have the most social power in general affairs were thus obtained.

For the purposes of analysis the same weighted values as used in the first operational measure will be assigned to the responses of each community influential as to the sources of power he perceived as giving social power to the top five community influentials in general affairs. The weighted values were assigned as follows: (1) first source of power, 4 points; (2) second source of power, 3 points; (3) third source of power, 2 points; and (4) checked as a source of power, 1 point. After weighting each community influential's perceptions of the sources of power of the most powerful persons in general affairs, the weighted values for each source of power will be totaled. The total weighted score for each source of power will be referred to as the top community influentials source of power indexes.

The relationship between the community source of power indexes and the top community influentials source of power indexes is a measure of the extent to which the community influentials perceive some sources of power as being more relevant than others for social power in general affairs. The statistical test used for this analysis is the product-moment coefficient of correlation.

The correlation comparing the relationship between the community source of power indexes and the top community influentials source of power indexes

171

will be statistically evaluated at the .05 level of significance. The tabular
(theoretical) correlation value for the .05 level of significance with 16 de-
grees of freedom is +.468. If a significant value of +.468 or greater is ob-
tained it will be concluded that generally the community influentials perceive
some sources of power as more relevant than others for social power in the
community. In this case the community infl. .ntials will perceive the community
sources of power and the specific sources of power of the most powerful to be
similar. If a correlation value of less than +.468 is obtained, it will be
concluded that the community influentials do not perceive some sources of
power as being more relevant than others for social power in the community.
From a correlation value less than +.468, one could infer that the community
source of power indexes differ from the top community influentials source of
power indexes.

The predicted relationship between the community source of power indexes
and the top community influentials source of power indexes can now be stated:

> E.H. 45 The congruence between the community source of power indexes
> and the top community influentials source of power indexes
> will be significant.

The top community influentials source of power indexes are presented in
Table 11. The correlation between the community source of power indexes which
are presented in Table 10 and the top community influentials source of power
indexes is .839 which is significant at the .05 level of probability.

The empirical hypothesis that the congruence between the community source
of power indexes and the top community influentials source of power indexes
will be significant is supported.

Table 11. Top community influentials source of power indexes

Source of power	Index score
Ability to think	122
Past achievements	119
Knowledge of problems	117
Ability to plan	104
Occupation	88
Has influence in important organizations	81
Willingness to work	74
Know lots of people	70
Human relations skill	61
Holds an authority position	50
Source of good ideas	48
Access to sources of power outside system	39
Controls money and credit	36
Family background	29
Controls mass media	27
Flexible in time commitments	21
Formal education	14
Control over jobs	6

In summary, the data support B.H. 44 and B.H. 45. The community influentials generally perceive sources of power which reside in individuals as the relevant sources of power. They include knowledge of problems, past achievements, willingness to work, ability to think, human relation skills, ability to plan, occupation, and influence in important organizations. Generally, controls mass media, flexible in time commitments, control over jobs, formal education, and family background were not perceived to be sources of power in community affairs.

The data support the general hypothesis that community influentials will perceive some sources of power as being more relevant than others for social power in the general affairs of the social system.

Implications for Change Agents

The change agent, such as the local civil defense director, may find that some sources of power are more relevant than other sources of power in giving social power to persons in their community. In Prairie City sources of power which reside in the individual were perceived to be relevant for social power. They included knowledge of problems, past achievements, willingness to work, ability to think, human relation skills, ability to plan, occupation, and influence in important organizations. These sources of power may be relevant for the initiation and implementation of new programs by the change agent.

Although some sources of power may be perceived to be relevant to social power in the community, the community influentials will probably have different sources of power.[1] Community influentials may have resources or sources of power which are needed for the initiation and implementation of new programs.

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[1] In this research study the community influentials indicated the sources of power for the top five persons which they rated in general affairs. The top two community influentials as determined by mean power values were Cary Holt and Dick Bolt. Over half of the community influentials rated these two persons among the top five in general affairs.

A comparison of the sources of power indicates that the two top community influentials have different sources of power. The community influentials perceive Cary Holt to have ability to plan, past achievements, ability to think, has influence with important organizations, knowledge of problems, is a good source of ideas, and human relations skills as sources of power. On the other hand they perceive Dick Bolt to have control over money and credit, occupation, past achievements, and influence with important organizations, and influence with important organizations as his sources of power. Thus, differences appear among the sources of power of the top two community influentials.

The implication from these data for change agents, such as the civil defense director, is that the sources of power of individual community influentials will probably differ. Community influentials may have different resources to contribute to the many phases of social action. Knowledge of the sources of power of individual community influentials can aid the change agent in involving community influentials to more efficiently and effectively initiate and implement new programs.

The change agent must clearly delineate the sources of power that are necessary to carry out his goals. He must then seek out community actors who have the resources or sources of power needed. The change agent who desires to make effective use of the community's resources, therefore, needs to have a knowledge of the sources of power of community influentials.

The community influential who has the ability to plan may play a role in developing plans for a new program. Another community influential who has access to resources or influentials outside the community may play a role in the implementation of the plan. If the change agent has a knowledge of the sources of power of community influentials, he may more effectively involve community influentials at various stages of a new program.

In addition to having certain sources of power, the community influentials may have fulfilled specific roles prior to accumulating a great amount of social power. The following chapter will focus upon present and past role performances of community influentials which may contribute to the accumulation of social power by community actors.

CHAPTER 12

ROLE PERFORMANCE

Relevance to Civil Defense

Within the community the persons who are community influentials will probably have fulfilled an expected set of role performances prior to accumulating social power. For example, before becoming a community influential an individual may be expected to participate in certain organizations, head community fund drives, be an active church member, and fulfill many other roles. Through a knowledge of these role performances, a change agent or local civil defense director may be able to predict the persons who will be future community influentials.

Most change agents are not only concerned with implementing social action in the present. They are also concerned with continuing social action in the future (10-20 years). This often includes initiating new social action programs to fulfill long-time goals and objectives.

The future community influentials may be fulfilling roles at the present time which are necessary before obtaining large amounts of social power. The performances in fulfilling these roles may determine whether the individual becomes a community influential in the future. By delineating individuals who are currently performing those roles which most present community influentials have carried out, the change agent may be able to predict the relevant power structures that may be concerned with legitimizing or participating in future social action programs.

The change agent who desires to accumulate social power may benefit from an understanding of expected role performances. For example, a change agent may desire to accumulate social power in a community where active parti-

cipation in the Kiwanis Club and the Chamber of Commerce is considered to be
expected role performance for accumulating social power. If the change agent
has knowledge of the expected role performances and desires to become a community
influential, it may be relevant that he become an active member of the Kiwanis
or the Chamber of Commerce.

A knowledge of the past role performances of community influentials may
give the change agent an indication of the past activities and reciprocal ob-
ligations of the present community influentials. The past role performances
may also assist the change agent in delineating systemic linkages between com-
munity influentials and formal organizations. If these data are known by the
change agent, he will have important insights into the exercise of social power
by community influentials. In accumulatir · social power the present community
influentials have probably exercised social power in the past to affect
community affairr. A knowledge of these data may help the change agent deter-
mine the individuals and formal organizations which are influenced by specific
community influentials.

What are the expected role performances to he fulfilled before accumulating
a great amount of power within the community? In what organizations are future
community influentials probably fulfilling roles? What roles have the present
community influentials played in the past? Are the younger community influen-
tials fulfilling roles similar to those fulfilled by older community influentials
at an earlier period in time? Answers to these questions may assist the
change agent in determining the process through which the current community
influentials have accumulated social power. In addition, it may assist the
change agent if he desires to become a community influential in the future.

Background and the Derivation of the General Hypothesis

Form and Sauer (8) found in the analysis of data from influentials in Lansing that influentials came to the city more than 30 years ago. They became immediately involved in many organizations. On the average, the influential in Lansing had belonged to more than 13 community organizations which involved 3.9 business organizations, 2.4 professional organizations, 2.9 civic and welfare organizations, .8 service organizations, and 3.5 social organizations. They have held the top elected or appointed offices in most of the organizations in which they became actively involved. Furthermore, the analysis pointed out that the influentials belonged to a common core of organizations such as the Chamber of Commerce, Rotary, Country Club, a leading church, and the Community Chest. The highest level of active organizational involvement for the group had occurred in the past. The role which influentials now play is largely to consult and inform present officers and help to shape organizational policies.

Powers (20) found in a small rural community that there was a fairly high degree of consensus among community influentials on four expected role performances for newcomers desiring to obtain power in the community. They were (1) be active in community affairs, (2) be successful in their own business, (3) check out any ideas for community change with community influentials before moving ahead, and (4) be honest in your business dealings. Other role performances mentioned by the community influentials included joining the right groups (Rotary, Chamber of Commerce, Junior Chamber of Commerce, PTA, Masons, American Legion), affiliating with a church, getting elected to office in groups, and getting acquainted with the community influentials.

In his analysis of social power, Powers compared the role performance of community influentials perceived to be increasing in power with the past

role performances of community influentials perceived as remaining the same
in social power. The role performances of the latter group were for the
time period 1939-1944 at which time they would have been the same age as the
first group during the period 1957-1962. The 1957-1962 group was found to
have averaged higher formal office scores in the organizations where at least
two members of either group belonged.

Powers concluded " . . . that there is an expected pattern or role per-
formance associated with the eventual attainment of power in the community
under study" (20, p. 114).

The Form and Sauer, and Powers studies indicate that the researcher and
the change agent might expect to find a set of role performances to be ful-
filled which are associated with the accumulation of power. The following
general hypothesis can be stated:

> G.H. 8   There will be an expected set of role performances to be
>   fulfilled which are associated with the accumulation of
>   power by actors in the social system.

Operational Measures and Findings

Operational measure 1

In Prai • City the community influentials were asked the following
question about expected role performances:

> If I came to your town and started a new business or began to work
> for someone in the community and wanted to take part in the community
> affairs and eventually became influential, what should I do? What
> activities, what clubs, what church, etc.?

One measure of the extent to which there will be an expected set of role
performances to be fulfilled in accumulating power in the community is pro-
vided by the community influentials' responses to the previous question.

The responses to the question regarding expected role performances were

in the form of verbal statements. These responses will be categorized for
this analysis. For the purposes of measurement the perceptions of expected
role performances will be considered similar if there are at least three role
performances mentioned by more than 12 of the 25 community influentials
interviewed.

The relationship between role performances and persons desiring to
obtain social power may now be stated:

B.H. 46   The community influentials' perceptions of role performance
to be fulfilled by newcomers desiring to obtain social power
will be similar.

The data in Table 12 present the role performances which community in-
fluentials expect persons to fulfill who desire to gain power in the community.
There is a high degree of congruence on the community influentials' perceptions
of four expected role performances. Over half of the community influentials
perceive joining and participating in formal organisations, affiliating with
a church, participating in community activities, and getting acquainted with
people as expected role performances for a person desiring to accumulate
social power in the community.

Other expected role performances which were mentioned by less than half
of the community influentials include getting established before attempting
community changes, have desirable personal characteristics, participate in
politics, wife should actively participate in community affairs, be success-
ful in business, and bank at the proper bank.

In addition to specifying expected role performances, the community in-
fluentials perceived certain role performances which should not be attempted
by a person desiring to gain power in the community. Ten community influen-
tials perceived that a newcomer desiring to become a community influential

Table 12. Perception of expected role performances of persons desiring to
gain power in the community

Expected role performances	Frequency of mention (Maximum n = 25)
Join and participate in formal organizations	23
Affiliate with a church	21
Participate in community activities	13
Get acquainted with people	13
Get established before attempting community changes	5
Have desirable personal characteristics	5
Participate in politics	3
Wife should actively participate in community affairs	3
Be successful in business	2
Bank at the proper bank	1

should not be over aggressive or anxious in desiring to obtain social power.
Other perceptions, mentioned by four or less community influentials, included
don't fail to follow community norms, don't exploit people, don't challenge
the present community influentials, and don't attempt too many activities.
These perceptions of role performances which should not be attempted by
persons desiring to become community influentials provides additional support
that there will be an expected set of role performances to be fulfilled by
persons before accumulating a great amount of social power.

The data support the empirical hypothesis that the community influentials'
perceptions of role performances to be fulfilled by newcomers desiring to
obtain social power will be similar.

Operational measure 2

A second measure of expected role performances is the extent to which the community influentials who were interviewed have fulfilled similar roles. For the purposes of this analysis, the community influentials were categorized into two groups based on (1) age and (2) length of residence in the community. Assigned to the first group were community influentials who were 45 years of age or over or who have resided in the community more than 15 years. The 15 community influentials in this group will be referred to as Group 1. Community influentials assigned to the second group are less than 45 years of age or have resided 15 years or less in Prairie City. Ten community influentials were assigned to this group. The second group will be referred to as Group 2.

The purpose in assigning the community influentials to two groups is to compare the role performances of the older community influentials with long time residence with younger community influentials who have shorter residence in the community. The role performances of Group 1 during the period 1943-1952 will be compared with the role performances of Group 2 during the period 1953-1962. Logically, if there is an expected set of role performances through which an individual must move prior to becoming a community influential, one would expect Group 2 to have fulfilled a pattern of role performances in formal organizations similar to Group 1.

During the interviews community influentials were asked to name the formal organizations to which they belonged. They were also asked to indicate the approximate percentage of organizational meetings which they attended. In addition, community influentials were asked to provide data on the formal offices which they held in these formal organizations. This information included the approximate year they held the office and the level of participation (local, county, regional, state, national). The role performances in formal organizations of the two groups will be compared.

182

The role performances of the two groups will be analyzed by comparing:
(1) the number of community influentials in each group which belong to the
organizations presented in Table 13; (2) the average percentage of attendance
of the two groups in each organization; and (3) the formal office scores of
the two groups in each organization.

Role performances held outside of the time period established for each
group will not be used in this analysis. Membership and offices held in other
communities prior to establishing a residence in Prairie City will not be
considered in the comparison of the two groups.

Since the number of community influentials belonging to some organizations
is quite small the application of a statistical test would be questionable.
The judgment as to whether the role performances during the 1953-1962 period
are similar to the role performances during the 1943-1952 period will be that
of the authors.

The following empirical hypothesis stating the predicted relationship
between role performances and community influentials may now be stated:

> E.H. 47 The role performances in formal organizations of community
> influentials accumulating power during the 1953-1962 period
> will be similar to the role performances in formal organi-
> zations of community influentials accumulating power during
> the 1943-1952 period.

In Table 13 the community influentials are divided into two groups for
the purpose of comparing the role performances of community influentials ac-
cumulating power during the 1943-1952 period with community influentials
accumulating power during the 1953-1962 period. The average age for the
15 community influentials in Group 1 is 56.1. They have resided in Prairie
City for an average of 38.5 years. The average age of Group 2 is 42.9 years.
They have resided in the community approximately half as many years (19.8)
as those assigned to Group 1.

Table   . Comparison of actual role performance for the time periods 1943-1952 and 1953-1962

| Organization | Group 1[a] (n=15) | | | Group 2[b] (n=10) | | |
	n	per-cent at-tendance	Office score	n	per-Office cent at-tendance	score
Rotary	7	98	18	6	96	16
Kiwanis	3	98	10	3	78	5
Chamber of Commerce	7	66	7	7	64	20
Jr. Chamber of Commerce	0	0	0	3	42	6
Farm Bureau	15	28	13	9	13	10
Methodist Church	8	68	2	6	47	3
Congregational Church	4	84	5	1	60	1
Roman Catholic Church	0	0	0	2	100	13
Masonic Lodge	9	10	0	2	8	0
Knights of Columbus	0	0	0	2	10	0
Shriners	2	25	0	0	0	0
American Legion	1	0	0	6	9	5
V.F.W.	1	0	0	6	8	0
Odd Fellows	2	25	0	0	0	0
Country Club	11	23	16	8	39	25
Midwest County Planning Commission	NB[c]	NB	NB	2	65	4
Forum Club	3	75	0	1	90	5
School Board	2	90	5	2	100	7
PTA	3	8	0	7	19	2
Quarterback Club	7	18	5	5	39	19
Republican Party	13	0	6	8	0	9
City Officers	4	90	7	0	0	0
County Extension Council	2	75	2	0	0	0
Midwest County Fair Board	2	50	2	0	0	0

[a]Community influentials assigned to Group 1 were accumulating social power during the 1943-1952 time period.

[b]Community influentials assigned to Group 2 were accumulating their present social power during the 1953-1962 time period.

[c]NB indicates that the organization was not in existence during the 1943-1952 time period.

During the interviews with the community influentials, they were asked to name the three most powerful organizations in the community. The community influentials perceived the Chamber of Commerce, Jr. Chamber of Commerce, Rotary Club, Farm Bureau, and Kiwanis Club as the top five formal organizations in Prairie City. The top five were selected based on the frequency of mentions by community influentials.

Generally, the community influentials assigned to Group 2 (the younger group) belong to the top five formal organizations in a manner similar to the community influentials assigned to Group 1. During the 1943-1952 period seven community influentials in Group 1 belonged to the Rotary Club, while three in the same group were members of the Kiwanis Club. The pattern is similar for Group 2. Over half (6) of the community influentials in Group 2 belong to the Rotary Club. A lesser number (3) belong to the Kiwanis Club. The approximate percent attendance and office scores for the Rotary Club are similar between the two groups. Group 1 had a higher percent attendance and office score than Group 2 for the Kiwanis Club.

An equal number in both groups belong to the Chamber of Commerce. The percent attendance is similar for both groups. Group 2 has a higher level office score than Group 1. This may be because members in Group 1 held offices prior to and following the period selected for analysis. Although no members of Group 1 indicated belonging to the Junior Chamber of Commerce, three members of Group 2 were members of this community organization. Two of the three members of Group 2 who belong to the Junior Chamber of Commerce were also members of the Prairie City Chamber of Commerce.

The largest number in each group belonged to the Midwest County Farm Bureau. However, the community influentials belonging to the Farm Bureau participate less than those belonging to the Rotary, Kiwanis, Chamber of

Commerce, and Junior Chamber of Commerce. The average attendance for Group 1
is 28 percent. Group 2 has an average attendance of 13 percent. Although the
formal office score of community influentials in Group 1 who are members of the
Farm Bureau is 13, an analysis of the data indicates this score was accumulated
by one community influential who is a farmer. In Group 2 three community in-
fluentials accumulated the formal office score of 10. Two of the three are
farmers. The role performance of Group 1 and Group 2 is similar in the Midwest
County Farm Bureau.

Over half the community influentials in both groups belong to the Methodist
Church. While the members in both groups attend approximately half of the
religious services, generally, they do not participate in formal church offices.

Other formal organizations in which 50 percent er more of the members of
both groups belong include the Country Club and the Republican Party. Even
though the attendance of both groups at Country Club meetings is low, the
formal office scores of both groups are high in comparison with other formal
organizations. Four community influentials in Group 1 served in formal posi-
tions in the Country Club during 1943-1952. In Group 2 six community influen-
tials have served in formal positions during the following ten-year period,
1953-1962.

Generally, the community influentials in Prairie City have affiliated
with the Republican Party. Thirteen of the 15 in Group 1 and eight of the
10 in Group 2 are members of the Republican Party. The community influentials
accumulating social power during 1953 1962 have followed their predecessors
in party affiliation.

Some differences occur in the role performances of the two groups. In
Table 13 major differences appear in the Masonic Lodge, American Legion, V.F.W.,
PTA, and city offices. Two community influentials in Group 2 belong to the

Masonic Lodge while nine in Group 1 were members during the 1943-1952 period.
Neither group participated in formal positions

The difference between the groups in American Legion and V.F.W. member-
ship is due largely to eligibility for membership. Of the 15 community in-
fluentials in Group 1 only three have served on active military duty. On
the other hand, six of the ten community influentials in Group 2 have served
on active military duty.

Group 2 has a higher membership in the PTA than Group 1: Another differ-
ence appears in city offices. Three members of Group 1 served on the city
council during the period 1943-1952. One community influential served as
city attorney during the same period. There were no community influentials
assigned to Group 2 who served in city offices during 1953-1962.

Even though differences appear in the Masonic Lodge, American Legion,
V.F.W., PTA and city offices, it is judged that the community influentials
assigned to Group 2 were fulfilling roles during 1953-1962 which were similar
to those fulfilled by Group 1 during 1943-1952. Group 2 fulfilled roles
similar to Group 1 in the formal organizations which the community influentials
perceived to be the most powerful. These included the Chamber of Commerce,
Jr. Chamber of Commerce, Rotary Club, Farm Bureau, and Kiwanis Club. It is
the authors' judgment that the data support the empirical hypothesis that the
role performances in formal organizations of community influentials accumula-
ting power during the 1953-1962 period will be similar to the role performances
in formal organizations of community influentials accumulating power during
the 1943-1952 period.

The data in E.H. 46 and E.H. 47 support the general hypothesis that there
will be an expected set of role performances to be fulfilled which are associ-
ated with the accumulation of power by actors in the social system.

Implications for Change Agents

Based on the empirical evidence presented above, the change agent r
expect a set of role performances to be fulfilled by an individual prior to
accumulating social power. Within the community there will probably be com-
munity actors who are currently fulfilling roles which may contribute to
the accumulation of social power. The role performance may determine whether
these community actors will eventually become community influentials. If
the change agent is aware of the expected role performances, he may determine
who some of the future community influentials may be.

The change agent who desires to become a community influential needs to be
aware that community influentials may perceive membership and participation
in certain formal organizations to be among the expected role performances.
This points out the need for the change agent to determine which formal organi-
zations are among the expected role performances to be fulfilled prior to
accumulating social power. If a change agent, such as the local civil defense
director, has a knowledge and understanding of the expected role performances,
he may be able to fulfill these roles in the future and accumulate more social
power.

Another implication for the change agent is that an analysis of present
and past role performances provide valuable data about community influentials.
There is evidence that the community influentials are selective in formal
organization membership and participation. They perceive certain organiza-
tions as being more important in community affairs. In addition, community
influentials belonged to the formal organizations they named as being the most
powerful organizations in the community. These data indicate that community
influentials will probably belong to the most powerful organization in the

community. If the change agent has a knowledge of the linkages between community influentials and formal organization, he may be able to obtain the support of formal organizations through community influentials.

Although the community influentials may not be presently holding offices in formal organization, they may exercise social power to affect the course of action in formal organizations. Community influentials may interact with the formal officers and members of formal organizations to determine the course of action which the organizations take in community affairs. They may exercise social power in formal organizations to obtain support and active participation for community programs. A knowledge and understanding of the role performances of community influentials may help the change agent in the initiation and implementation of social action.

CHAPTER 13

COMMUNITY INFLUENTIALS' CIVIL DEFENSE SENTIMENTS, KNOWLEDGE, SOURCES
OF INFORMATION AND ACTIONS

Introduction

In Chapters 5 through 12 a social power model was empirically tested in
one community. The findings indicated that some community actors were per-
ceived as having more social power than other community actors in affecting
the decis. -making process of the community. In addition, these community
actors, i.e., the community influentials, exercised social power to affect
the behavior of other people in the community.

As civil defense change agents seek the support of community influentials
for civil defense programs, they will be interested in knowing the community
influentials' current civil defense sentiments. The community influentials'
sentiments analyzed in this chapter are the attitudes they have about various
civil defense ideas. By knowing community influentials' attitudes as well as
their current civil defense knowledge, civil defense change agents should be
better prepared to communicate with community influentials when enlisting their
support for civil defense programs. Community influentials may know little or
nothing of current civil defense activities. If this is so, they may need
information about current and past activities before having future programs
explained to them. Certain attitudes held by community influentials may help
or hinder the civil defense change agent as he plans and implements civil
defense programs. The local civil defense director may find that he has to
change attitudes before he can obtain support from community influentials. In
other cases he may find that he needs to reinforce existing attitudes (when in-
fluentials hold attitudes favorable for implementing civil defense programs).

And there may be times when an influential has not thought much about civil defense, and, therefore, does not have a set of attitudes about it. In these cases the civil defense change agent may need to provide considerable information before an attitude framework can be built.

If community influentials have favorable attitudes and an extensive knowledge of civil defense, they may be able to influence other people in the community to have more favorable attitudes about civil defense. In addition, community influentials who have an extensive knowledge of civil defense and civil defense programs may increase the knowl ige which other people in the community have about civil defense. Thus, the community influentials may play an important role in changing the attitudes and knowledge of other community actors about civil defense programs.

As stated above, if the civil defense program being initiated involves community influentials, the civil defense change agent needs to be concerned with the community influentials' present attitudes and knowledge about civil defense. In addition, it would be helpful for civil defense officials to have a knowledge of the sources of information which community influentials have used in obtaining information about civi' defense. It should help the civil defense change agent ' the sources were known from which the community influentials' attitudes and knowledge were obtained. These data may assist the local civil defense director in communicating information and knowledge about civil defense to community influentials.

The objectives of this chapter are: (1) to describe some of the community influentials' civil defense attitudes, knowledge, sources of information, and actions; and (2) to compare the community influentials' attitudes, knowledge, sources of information, and actions to a random sample of people in their own community. The random sample of community actors consists of 16.

individuals, approximately one-half of them were husbands and one-half of them
were wives. The community influentials and the random sample of community actors
were interviewed approximately three months apart. The community influentials
were interviewed during October, 1962. The random sample of community actors
was interviewed during January and February, 1963. The random sample of com-
munity actors had a slightly longer period to become aware of civil defense
ideas. The community actors in the random sample also had the impetus of the
Cuban crisis to affect their attitudes and knowledge. A complete description
of the procedures for selecting the random sample will be presented in a forth-
coming research report in the Iowa State University series of Sociological
Studies in Civil Defense.[1]

The findings of the community influentials' _attitudes_, _knowledge_, _sources_
of information, and _actions_, and their comparison with a random sample of people
in the community, will be presented in four sections. They are: (1) _attitudes_
toward civil defense, (2) _knowledge of civil defense_, (3) _sources of civil_
defense information, and (4) _civil defense actions_.

Attitudes

In this section the attitudes of community influentials are presented
and discussed in four sub-sections: (1) an individual's perception of the
situation, i.e., his perception of threat; (2) an individual's perception of
a civil defense innovation, i.e., of private and public fallout shelters;
(3) the adequacy of the civil defense program today; and (4) some general

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[1] Beal, George M., et. al. Impact of a multiple-organization sponsored
civil defense educational program (tentative title). Sociological studies
in civil defense, Iowa Agricultural and Home Economics Experiment Station,
Iowa State University, Ames, Iowa. (In process) 1964.

civil defense attitudes. In each sub-section a number of specific attitudes
are analyzed. As each specific attitude idea or argument is introduced, the
question used to ascertain the respondents' attitude is presented.

An individual's perception of the situation: perception of threat

This sub-section will present the attitudes pertaining to how the com-
munity influentials perceive the threat of possible nuclear war. The community
influential attitudes are also compared to the attitudes of the random sample
of community actors. The following perception of threat attitudes are dis-
cussed: (1) likelihood of war, (2) timing of war, (3) likelihood of conven-
tional war, (4) likelihood of war escalation, (5) likelihood of fallout danger
to local community in time of war, (6) likelihood of local community death and
destruction in time of war, and (7) thermonuclear war and the end of democracy
as a political system.

The community influentials' attitudes about these seven factors are pre-
sented in column 1 of Tables 14 through 20. The attitudes of the random sample
of community actors are presented in column 2 of Tables 14 through 20. The ques-
tion used to ascertain the respondents' attitudes is presented as the table title.
Following each table is a brief discussion of the community influentials' attitudes
and how they compare with the attitudes held by the random sample of community
actors.[1]

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[1]The statistical test which will be used to analyze the existence of a re-
lationship between the community influentials' attitudes and the attitudes of
the community actors in the random sample is the chi-square test. For the pur-
pose of measurement, a relationship will be considered to exist if a chi-square
value is significant at the .05 level of probability. For some chi-square tests
there is one degree of freedom. The tabular (theoretical) chi-square for 1 de-
gree of freedom at the .05 level of probability is 3.84. Some of the chi-square
tests have 2 degrees of freedom. The tabular (theoretical) chi-square for 2 degrees
of freedom at the .05 level of probability is 5.99. Following all calculated chi-
square values in the tables of this chapter the degrees of freedom are presented.
     If a chi-square value greater than the tabular (theoretical) chi-square value
(3.84 or 5.99) is obtained it will be concluded that there is a relationship between
attitudes of community influentials and the attitudes of the random sample. One
can then conclude that the community influentials and the random sample differ in
attitudes. On the other hand, if a chi-square value less than the tabular (theor-
etical) chi-square value (3.84 or 5.99) is obtained, it will be concluded that
there is no statistical relationship between the two groups. Although statisti-
cally there may be no relationship, the chi-square values may approach the signi-
ficance level. Even though no relationship exists statistically, tendencies or
percentage trends toward a difference in the two groups will be discussed.

Likelihood of war

Table 14. How likely do you think it is that we're in for another big war?

Likelihood of war	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Very unlikely	3	12.0	13	8.0
Unlikely	12	48.0	50	30.7
Even chances	6	24.0	37	22.7
Likely	2	8.0	43	26.4
Very likely	2	8.0	16	9.8
Don't know	--	-	4	2.5
Total	25	100.0	163	100.1

Calculated chi-square = 3.74 (1 d.f.)[a]

Sixty percent of the community influentials thought it was "unlikely" or "very unlikely" that we are in for another big war, while an additional one-fourth indicated "even chances" for war. There was no statistically significant difference between influentials' responses and the responses of the random sample. There were, however, some percentage differences between the two groups. Approximately eighty-five percent of the community influentials said that it was "even chances," "unlikely," or "very unlikely" that we're in for another big war. About sixty percent of the random sample respondents said that it was "even chances," "unlikely" or "very unlikely" that we're in for another big war. The percentage difference between the two groups was about 25 percent. There was a trend for community influentials to perceive another big war more "unlikely" than the random sample of community actors.

[a]The chi-square tests for Tables 14-19 are median tests with all "don't know" responses excluded from the analysis. Chi-square tests in Tables 20-25, 28-32 are based on a comparison between the two "disagree" categories and the two "agree" categories, with the "undecided" responses excluded from the analysis.

Timing of war

Table 15. If a world war does come, do you think it is most likely to happen in the next six months, the next year or two, or when?

Timing of war	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Never	2	8.0	11	6.7
21 or more years	6	24.0	12	7.4
6 - 20 years	9	36.0	64	39.3
3 - 5 years	7	28.0	40	24.5
1 - 2 years	1	4.0	24	14.7
Under one year	0	0.0	0	0.0
Don't know	-	-	12	7.4
Total	25	100.0	163	100.0

Calculated chi-square = 1.16 (1 d.f.)

Sixty percent of the influentials indicated that if war did come it would be six or more years from the time of the interview. There was not a statistically significant difference between the attitudes of the community influentials and the random sample respondents. Sixty percent of the community influentials and approximately 45 percent of the people in the random sample said that if war did come it would be six or more years from the time of the interview. There was a slight tendency for the random sample respondents to perceive that a world war might come sooner than did the community influentials.

Likelihood of conventional war

Table 10. If we do get into a war with Russia, how likely do you think it
is that it could be an ordinary kind of war without atomic bombs
being used?

Likelihood of conventional war	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Very unlikely	10	40.0	78	47.9
Unlikely	8	32.0	38	23.3
Even chances	4	16.0	11	6.7
Likely	1	4.0	16	9.8
Very likely	2	8.0	20	12.3
Total	25	100.0	163	100.0

Calculated chi-square = .04 (1 d.f.)

About three-fourths of the community influentials stated that any pos-
sible future war with Russia would be a nuclear war. There is no statisti-
cally significant difference between the community influentials and the
respondents in the random sample. Seventy-two percent of the community
influentials and approximately 70 percent of the random sample respondents
said that it was "unlikely" or "very unlikely" that a future war with Russia
would be a conventional war. Both the community influentials and the random
sample of community actors have similar attitudes about the likelihood of
conventional war.

Likelihood of war escalation

Table 17. It we do get into some small, local war in one country, how likely do you think it is that things might get out of hand and lead to a big war?

Likelihood of war escalation	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Very unlikely	3	12.0	13	8.0
Unlikely	8	32.0	29	17.8
Even chances	8	32.0	25	15.3
Likely	3	12.0	45	27.6
Very likely	3	12.0	48	29.4
Don't know	-	-	3	1.8
Total	25	100.0	163	99.9

Calculated chi-square = 8.07 (1 d.f.) Significant

Nearly 45 percent of the influentials perceived that it was "unlikely" or "very unlikely" for a small, local war to escalate to a big war, while about one-third said there was "even chances" for escalation to occur. There was a statistically significant difference between community influentials' responses and the responses of community actors in the random sample. Seventy-six percent of the community influentials and approximately 40 percent of the people in the random sample stated that it was "even chances," "unlikely," or "very unlikely" that a small war might lead to a big war. Community influentials perceived war escalation to be less likely than did the random sample of community actors.

Likelihood of fallout danger to local community in time of war

Table 18. How likely do you think it is that this community would be in danger from fallout if this country were attacked?

Likelihood of fallout danger to local community in time of war	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Very unlikely	3	12.0	9	5.5
Unlikely	2	8.0	29	17.8
Even chances	4	16.0	27	16.6
Likely	7	28.0	59	36.2
Very likely	9	36.0	36	22.1
Don't know	-	-	3	1.8
Total	25	100.0	163	100.0

Calculated chi-square = .48 (1 d.f.)

Two-thirds of the community influentials perceived that their community would be in danger from fallout if this country were attacked; an additional 16 percent said there would be "even chances" of fallout danger. There was not a statistically significant difference between the attitudes of the influentials and the attitudes of the random sample respondents about the likelihood of fallout danger to the local community in the event of a war. A similar percentage of people in the random sample (58 percent) said their community would be in danger from fallout if this country were attacked. Both the community influentials and the community actors in the random sample have similar attitudes about the likelihood of fallout danger   the local community in time of war.

Likelihood of local community death and destruction in time of war

Table 19.   If there were an attack on the United States with H-bombs or
atomic bombs, what do you really think things would be like
around here right after the attack?

Likelihood of local com-munity death and destruction in time of war	Influentials		Random sample	
	No.	% of 25	No.	% of 163
No damage, life normal	-	-	1	.6
Little damage, confusion only	3	12.0	65	39.9
Damage, most survive	8	32.0	13	8.0
Damage, many survivors	6	24.0	14	8.6
Destruction but survivors	4	16.0	44	27.0
Few survivors	4	16.0	11	6.7
Annihilation	-	-	8	4.9
Don't know	-	-	7	4.3
Total	25	100.0	163	100.0

Calculated chi-square = .37 (1 d.f.)

Approximately 70 percent of the community influentials perceived that their community would have damage if there were an attack, but indicated that they believed that many or most people would survive. There was not a statistically significant difference between the attitudes of the community influentials and the random sample respondents. However, there were per-centage differences among the two groups. About fifty-six percent of the random sample respondents said that their community would have "damage" if there were an attack, but that "most" or "many" people would survive. Only 17 percent of the random sample respondents indicated these two responses. On the other hand, more of the random sample respondents indicated there would be "little damage, confusion only." The attitudes of the community in-fluentials and the random sample respondents were statistically similar as to the likelihood of local community death and destruction in time of war.

Thermonuclear war and the end of democracy as a political system

Table 20. A thermonuclear war would mean the end of democracy as a political system

Thermonuclear war and the end of democracy as a political system	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly disagree	4	16.0	12	7.4
Disagree	18	72.0	82	50.3
Undecided	-	-	31	19.0
Agree	3	12.0	29	17.8
Strongly agree	-	-	9	5.5
Total	25	100.0	163	100.0

Calculated chi-square = 3.02 (1 d.f.)

Eighty-eight percent of the community influentials disagreed or strongly disagreed that thermonuclear war would mean the end of democracy as a political system. Although there was not a statistically significant difference between the community influentials and the random sample respondents, there were trend differences between the two groups. Approximately 60 percent of the random sample respondents disagreed or strongly disagreed that thermonuclear war would mean the end of democracy as a political system. While none of the community influentials were "undecided" on this statement, 19 percent of the random sample respondents were "undecided."

Fallout shelters: perception of a civil defense innovation

In this sub-section, attitudes pertaining to how the community influentials perceived the innovation of private and public fallout shelters will be presented. The attitudes which are discussed include: (1) public fallout shelters are like insurance, (2) a fallout shelter program should be abandoned, (3) a shelter program will cost too much, (4) public fallout shelters are

obsolete for costs involved in establishing them, (5) taxes for public fallout shelter use, (6) alternative fallout shelter programs, and (7) the most favored fallout shelter program.

The community influentials' attitudes about these seven factors are presented in column 1 of Tables 21 through 27. The attitudes of the random sample of community actors are presented in column 2 of Tables 21 through 27. The question used to ascertain the respondents' attitudes is presented as the table title. Following each table is a brief discussion of the community influentials' attitudes and how they compare with the attitudes held by the random sample of community actors.

Public fallout shelters are like insurance

Table 21. Public fallout shelters are like insurance in that you don't know if you'll ever need them, but if you do, they sure are good to have around

Public fallout shelters are like insurance	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	4	16.0	29	17.8
Agree	16	64.0	107	65.6
Undecided	-	-	5	3.5
Disagree	3	12.0	19	11.7
Strongly disagree	2	8.0	3	1.8
Total	25	100.0	163	100.4

Calculated chi-square = .62 (1 d.f.)

Eighty percent of the community influentials agreed or strongly agreed that public fallout shelters are like insurance. There was not a statistically significant difference between community influentials' responses and the responses of the community actors in the random sample. Approximately 85 percent of the random sample respondents said they agreed or strongly agreed that

public fallout shelters are like insurance. Both the community influentials and the community actors in the random sample had similar attitudes about public fallout shelters being similar to insurance.

A fallout shelter program should be abandoned

Table 22. A fallout shelter program should be abandoned because even if civil defense measures were effective in saving lives, a thermonuclear war would make living on earth impossible for the survivors.

A fallout shelter program should be abandoned	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	2	8.0	14	8.6
Agree	2	8.0	27	16.6
Undecided	-	-	21	12.4
Disagree	16	64.0	89	54.6
Strongly disagree	5	20.0	12	7.4
Total	25	100.0	163	99.6

Calculated chi-square = 1.75 (1 d.f.)

Eighty-four percent of the community influentials disagreed or strongly disagreed that a fallout shelter program should be abandoned. Although there was not a statistically significant difference between the community influentials and the random sample respondents, there were trend differences between the two groups. About 60 percent of the random sample respondents said they disagreed or strongly disagreed with the statement that a shelter program should be abandoned. None of the community influentials were "undecided" about this statement, while approximately 12 percent of the random sample respondents were "undecided." There was a slight tendency for more community influentials to perceive that we should not abandon a fallout shelter program.

Shelter program worth cost

Table 23. A national shelter program will cost the taxpayer too much for
the little protection it will provide

Shelter program worth cost	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	5	20.0	4	2.5
Agree	10	40.0	43	26.4
Undecided	-	-	26	16.0
Disagree	8	32.7	82	50.3
Strongly disagree	2	8.0	8	4.9
Total	25	100.0	163	100.1

Calculated chi-square = 5.84 (1 d.f.) Significant

Sixty percent of the community influentials said they agreed or strongly
agreed that a national shelter program would cost the taxpayers too much for
what little protection it would provide. There is a statistically signifi-
cant difference between the responses of community influentials and the
random sample respondents. Sixty percent of the community influentials and
approximately 28 percent of community actors in the random sample agreed
or strongly agreed that a national shelter program would cost too much for
the protection it would provide. About 55 percent of the random sample
respondents either disagreed or strongly disagreed with this statement. Com-
munity influentials perceived the cost of a national shelter program to be
greater than the random sample respondents for the amount of protection it
would provide.

Public fallout shelter obsolescence for costs involved

Table 24. Any public fallout shelter measures we take today cannot be effective long enough to justify the cost since they will soon be obsolete.

Public fallout shelter obso-	Influentials		Random sample	
lescence for costs involved	No.	% of 25	No.	% of 163
Strongly agree	5	20.0	5	3.1
Agree	11	44.0	40	24.5
Undecided	-	-	18	11.0
Disagree	8	32.0	89	54.6
Strongly disagree	1	4.0	11	6.7
Total	25	100.0	163	99.9

Calculated chi-square = 9.98 (1 d.f.) Significant

Sixty-four percent of the community influentials agreed or strongly agreed with the statement that any public fallout shelter measures we take today cannot be effective long enough to justify the cost since they will soon be obsolete. There is a statistically significant difference between the responses of community influentials and the random sample respondents. For the random sample respondents, approximately 30 percent agreed or strongly agreed with the statement. About 55 percent of the random sample respondents di greed with the statement, while 32 percent of the community influentials disagreed with the statement. Eleven percent of the community actors in the random sample were "undecided" about the statement. A larger proportion of community influentials agreed that fallout shelter measures would be obsolete and therefore not effective.

Taxes for public fallout shelter use

Table 25. We should all pay taxes on public fallout shelters but we could
not all possibly get into them in case of an attack

Taxes for public fallout shelter use	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	6	24.0	2	1.2
Agree	13	52.0	96	58.9
Undecided	-	-	11	6.7
Disagree	6	24.0	41	25.2
Strongly disagree	-	-	13	8.0
Total	25	100.0	163	100.0

Calculated chi-square = 1.29 (1 d.f.)

As shown in Table 25, 76 percent of the community influentials agreed or
strongly agreed that everyone should pay taxes on public fallout shelters.
There was not a statistically significant difference between community in-
fluentials' responses and the responses of the people in the random sample.
Approximately 60 percent of the random sample respondents agreed or strongly
agreed with the statement. This is 16 percent less than the community influen-
tials. Statistically, however, the attitudes of community influentials and
the random sample are similar about using taxes for public fallout shelters.

Alternative fallout shelter progress

Table 26. There has been some discussion about fallout shelter programs.
Do you believe we should have any of the following types of
fallout shelter programs?

Alternative fallout shelter programs	Influentials % of 25		Random sample % of 163		Calcu-lated chi-square[a]
	No.	Saying "yes"	No.	Saying "yes"	
A program that encourages the construction of individual family shelters	15	60.0	75	46.0	1.35
A program that licenses, marks and stocks existing buildings for public shelter use--such as banks, hospitals, schools, etc.	19	76.0	140	85.9	1.94
A federal program that makes available financial assistance for the construction of public shelter space in new public buildings	5	20.0	85	52.1	10.16[b]
A program that encourages communities or local governmental units to construct their own locally financed community shelters	13	52.0	82	50.3	.00
A federally financed program to construct buildings solely for public shelter use	3	12.0	29	17.8	.64
Other: Specify: In favor of a program which licenses build-ings--oppose one which stocks buildings	1	4.0	10	6.1	.16

[a]All chi-squares based on 1 d.f.: all chi-square tests between "yes" and "no" response categories
[b]Significant

Seventy-six percent of the community influentials perceived that we
should have a program that licenses, marks, and stocks existing buildings
for public shelter use (e.g., banks, hospitals, schools, etc.). Over 50
percent of the community influentials perceived that we should have two

other programs. Sixty percent said that we should have a program that encourages the construction of individual family shelters. Fifty-two percent stated that we should have a program that encourages communities or local governmental units to construct their own locally financed community shelters.

When comparing the attitudes of the community influentials and the random sample respondents about alternative fallout shelter programs, there is a statistically significant difference in only one of the six comparisons which are presented in Table 26. Twenty percent of the community influentials and approximately 50 percent of the random sample respondents said that we should have a federal program that makes financial assistance available for the construction of public shelter space in new public buildings. The attitudes of the community influentials and the community actors in the random sample were statistically similar about the other five alternative fallout shelter programs. There was a 14 percentage point difference, however, on the need for an individual family shelter program. A larger portion of community influentials stated a need for this program.

Most favored fallo shelter program

Table 27. Of the shelter programs which you indicated we should have, on which one do you think the greatest emphasis should be placed?

Most favored fallout shelter program	Influentials		Random sample	
	No.	% of 25	No.	% of 163
A program that encourages construction of individual family shelters	10	40.0	25	15.3
A program that licenses, marks and stocks buildings for public shelter use, such as banks, hospitals, schools, etc.	6	24.0	91	55.8
A federal program that makes available financial assistance for the construction of public shelter space in new public buildings	2	8.0	8	4.9
A program that encourages communities or local governmental units to construct their own locally financed community shelters	3	12.0	17	10.4
A federally financed program to construct buildings solely for public shelter use	1	4.0	8	4.9
Other	--	-	8	4.9
No answer	3	12.0	6	3.7
Total	25	100.0	163	99.9

No statistical evaluation, not sufficient expected cases per cell

Forty percent of the community influentials said that they would place the greatest emphasis on a program that encouraged construction of individual family shelters. Twenty-four percent of the influentials stated they would place the greatest emphasis on a program that licenses, marks and stocks buildings for public shelter use, (e.g., banks, hospitals, schools, etc.).

The community influentials and the random sample respondents differed in
their attitudes about the most favored fallout shelter program. Approximately
55 percent of the random sample respondents stated that they would place the
greatest emphasis on a program that would license, mark, and stock buildings
for public shelter use. About 15 percent of the community actors in the
random sample named a program that encourages construction of individual
family shelters as the fallout shelter program on which they would place the
greatest emphasis. Thus, there are some differences in the attitudes of the
two groups about which fallout shelter program should have the greatest
emphasis.

Adequacy of the civil defense program

This sub-section will present the attitudes pertaining to how the community
influentials perceived the adequacy of civil defense programs. The community
influentials' attitudes are also compared to the attitudes of the community
actors in the random sample. The following attitudes about the adequacy of
civil defense programs are discussed: (1) adequacy of the national civil
defense program, and (2) adequacy of the county civil defense program.

The community influentials' attitudes about these two factors are pre-
sented in column 1 of Tables 28 and 29. The attitudes of the community actors
in the random sample are presented in column 2 of Tables 28 and 29. The
question used to ascertain the respondents' attitudes is presented as the
table title. Following each table is a brief discussion of the community
influentials' attitudes and how they compare with the attitudes held by the
community actors in the random sample.

Adequacy of national civil defense program

Table 28.   What is your opinion of the present national civil defense program?

Adequacy of national civil defense program	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Very adequate	2	8.0	6	3.7
Adequate	8	32.0	72	44.2
Inadequate	10	40.0	42	25.8
Very inadequate	1	4.0	6	3.7
Don't know	4	16.0	37	22.7
Total	25	100.0	163	100.1

Calculated chi-square = 1.69 (1 d.f.)

Forty-four percent of the community influentials thought that the present national civil defense program was "inadequate" or "very inadequate." There was no statistical difference between influentials and the random sample respondents. However, there were percentage trends. While 40 percent of the community influentials perceived that the then present national civil defense program was either "adequate" or "very adequate," approximately 50 percent of the random sample respondents had similar attitudes. Forty-four percent of the community influentials and approximately 30 percent of the random sample respondents perceived the national civil defense program to be "inadequate" or "very inadequate." There was a tendency for the random sample respondents to perceive the national civil defense program as more adequate.

Adequacy of county civil defense program

Table 29. In your opinion how adequate is the overall civil defense program in this county at the present time?

Adequacy of county civil defense program	Influentials		Random sample	
	No.	% of 25	No.	% of 163
We do not need a CD program	-	-	2	1.2
Very inadequate	5	20.0	22	13.5
Inadequate	11	44.0	71	43.6
Don't know	4	16.0	12	7.4
Adequate	5	20.0	55	33.7
Very adequate	-	-	1	.6
Total	25	100.0	163	100.0

Calculated chi-square = 1.47 (1 d.f.)

Sixty-four percent of the community influentials stated that the county civil defense program was "inadequate" or "very inadequate." Although there was no statistically significant difference between the community influentials and the random sample respondents, some trends did occur. Approximately 55 percent of the random sample respondents perceived that the county civil defense program was "inadequate" or "very inadequate." Twenty percent of the influentials and about 35 percent of the community actors in the random sample said that the local civil defense program was "adequate" or "very adequate." There was a tendency for the random sample respondents to perceive the local civil defense program to be more adequate.

Some general civil defense attitudes

The final sub-section on attitudes will present some general civil defense attitudes of the community influentials. In addition, the community influentials' attitudes are compared to the attitudes of the community actors in the

random sample. The following general civil defense attitudes are discussed:
(1) civil defense activities are a waste of money and human energy, (2) civil
defense in the United States has been too neglected, (3) civil defense activities
should be handled by the military, and (4) an individual's community responsi-
bility in civil defense.

The community influentials' attitudes about these four factors are pre-
sented in column 1 of Tables 30 through 33. The attitudes of the random sample
respondents are presented in column 2 of Tables 30 through 33. The question
used to ascertain the respondents' attitudes is presented as the table title.
Following each table is a brief discussion of the community influentials' atti-
tudes and how they compare with the attitudes held by the community actors in
the random sample.

Civil defense activities are a waste of money and human energy

Table 30. Civil defense activities are nothing but a waste of money and human
energy that could better be spent on waging the peace, such as
disarmament talks

Civil defense activities are a waste of money and human energy	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	2	8.0	3	1.8
Agree	3	12.0	21	12.9
Undecided	-	-	8	4.9
Disagree	12	48.0	112	68.7
Strongly disagree	8	32.0	19	11.7
Total	25	100.0	163	100.0

Calculated chi-square = .35 (1 d.f.)

Eighty percent of the community influentials either "disagreed" or
"strongly disagreed" with the statement that civil defense activities are

nothing but a waste of money and human energy. There was not a statistically
significant difference between the attitudes of the community influentials
and the random sample respondents. Eighty percent of the community influen-
tials and approximately 90 percent of the community actors in the random sample
said that they disagreed or strongly disagreed that "civil defense activities
are nothing but a waste of money and human ener that could better be spent
on waging the peace, such as disarmament talks." Both the community influen-
tials and the random sample respondents have similar attitudes about this
factor.

Civil defense in the United States has been too n glected

Table 31. Civil defense in the United States has been too neglected

Civil defense in the United States has been too neglected	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	2	8.0	2	1.2
Agree	9	36.0	49	30.1
Undecided	-	-	22	13.5
Disagree	11	44.0	79	48.5
Strongly disagree	3	12.0	11	6.7
Total	25	100.0	163	100.0

Calculated c' -square = .58 (1 d.f.)

Fifty-six percent of the community influentials said they disagreed or
strongly disagreed with the statement that civil defense in the United States
has been too neglected. There was no statistically significant difference
between the responses of the community influentials and the community actors
in the random sample. Approximately 55 percent of the random sample respond-
ents disagreed or strongly disagreed that civil defense has been too neglected.

Forty-four percent of the community influentials and approximately 30 percent of the random sample respondents agreed or strongly agreed with the statement. There are similarities in the attitudes of both groups.

Should civil defense be handled by the military

Table 32. Civil defense activities should be handled by the military

Should civil defense be handled by the military	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Strongly agree	1	4.0	5	3.1
Agree	6	24.0	40	24.5
Undecided	-	-	18	11.0
Disagree	15	60.0	92	56.4
Strongly disagree	3	12.0	8	4.9
Total	25	100.0	163	99.9

Calculated chi-square = .09 (1 d.f.)

Seventy-two percent of the community influentials disagreed or strongly disagreed that civil defense activities should be handled by the military. There was not a statistically significant difference between the responses of influentials and community actors in the random sample. Approximately 60 percent of the random sample respondents said that they disagreed or strongly disagreed that civil defense activities should be handled by the military. There was a tendency for the community influentials and the community actors in the random sample to perceive that civil defense activities should not be handled by the military.

...munity responsibility in the area

	...ials		Random sample	
/1.		% of 25	No.	% of 163
...nsibility	8	32.0	32	19.6
Major ...nsibility	14	56.0	100	61.3
Some ...				
...tle				
Ver ...nsibility	2	8.0	22	13.5
...munity				
N ...sponsibility	1	4.0	9	5.5
Total	25	100.0	163	99.9

Calculated chi-square = 1.25 (1 d.f.)

Eighty-eight percent of the community influentials said they had "some responsibility" or a "major responsibility" in the area of civil defense. There was not a statistically significant difference between influentials' responses and the responses of the community actors in the random sample. Approximately 80 percent of the random sample respondents perceived that they have either "some responsibility" or a "major responsibility" in the area of civil defense. In general, both the community influentials and the random sample respondents perceived that they have a responsibility in the area of civil defense.

Knowledge of Civil Defense

... ...nts of knowledge which community

(1) knowledge of a continuous local civil defense program; (2) knowledge of planned local civil defense activity; (3) knowledge of buildings to be marked and stocked; (4) knowledge of the local county civil defense director; and (5) civil defense technical knowledge.

The community influentials' knowledge about these five factors are presented in column 1 of Tables 34 through 38. The knowledge of the community actors about the five factors are presented in column 2 of Tables 34 through 38. The question used to ascertain the respondents' knowledge is presented as the table title for Tables 34 through 37. In Table 38 the nine items listed in the left column were asked the respondents. Following each table is a brief discussion of the community influentials' knowledge and how it compares with the knowledge of the community actors in the random sample.

Knowledge of a continuous local civil defense program

The community influentials and the community actors in the random sample were asked a question to determine the extent to which they had knowledge of a continuous civil defense program. The present county civil defense director in Midwest County has been in office since 1955. The county civil defense director had organized and supervised airplane observation posts in the Prairie City community during the middle 1950's. The community influentials and the random sample respondents also had the opportunity to have knowledge of a continuous civil defense program because a Civil Defense Depot is located in the Prairie City community. Following the Midwest County Civil Defense Exhibit in November of 1961 there was an increased interest in the activities of the depot. Table 34 presents the extent to which the community influentials and the community actors in the random sample were aware of a continuous local civil defense program. The reader will note that the question asked the respondents did not specify in concrete terms what was meant by "continuous civil defense program." Thus, each answered the question from his own frame of reference.

Table 34. Is there a continuous civil defense program (education, training, etc.) in this city (county)?

Knowledge of a continuous lo-cal civil defense program	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	2	8.0	110	67.5
No	9	36.0	11	6.7
Don't know	14	56.0	42	25.8
Total	25	100.0	163	100.0

Calculated chi-square = 36.70 (2 d.f.)

Fifty-six percent of the community influentials said they did not know whether there was a continuous civil defense program in Prairie City or Midwest County. There was a statistically significant difference between the knowledge of the community influentials and the random sample respondents. While only eight percent of the community influentials said there was a continuous local civil defense program, approximately 65 percent of the random sample respondents indicated that there was a continuous local civil defense program. About 25 percent of the random sample said that they did not know whether there was a continuous local civil defense program. There are differences between the two groups about the knowledge of a continuous local civil defense program. A larger proportion of the community actors in the random sample had knowledge that a continuous civil defense program existed than community influentials.

Knowledge of planned local civil defense activity

Prior to the interviews with the community influentials and the random sample respondents, buildings had been surveyed to determine their potential as community fallout shelters. Four buildings in the Prairie City community were found to be eligible. They included a hotel, a super market, a commer-

cial building, and an elementary school. Three of these buildings were marked
as community fallout shelters on January 2, 1963. One of the four building
owners refused to permit his building to be marked as a fallout shelter. None
of the four buildings had been licensed or stocked at the time of interviewing
the community influentials and random sample respondents. The three buildings
designated as fallout shelters were marked after the interviews were completed.
Table 36 presents the knowledge which community influentials and the community
actors had of buildings which were marked and stocked as community fallout
shelters.

Table 35. Have you heard or read anything within the last few months on
what civil defense people are doing or are planning to do in
this county?

Knowledge of planned local civil defense activity	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	3	12.0	23	14.1
No	22	88.0	134	82.2
Don't know	-	-	6	3.7
Total	25	100.0	163	100.0

Calculated chi-square = .16 (1 d.f.)

Eighty-eight percent of the community influentials said that they had
not heard or read anything within the last few months on what civil defense
people were doing or were planning to do in this county. There was not a
statistically significant difference between the knowledge of the community
influentials and the random sample respondents. Approximately 80 percent
of the random sample said that they had not heard or read anything within the
last few months on what civil defense people were doing or were planning to do
in Midwest County. Both the influentials and the random sample respondents
had a similar level of knowledge of planned local civil defense activity.

Knowledge of buildings to be marked and stocked

Table 36. Have you heard of any buildings in this county that are going to be marked and stocked with supplies so people can use them as fallout shelters if we are attacked?

Knowledge of buildings to be marked and stocked	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	2	8.0	21	12.9
No	23	92.0	141	86.5
Don't know	-	-	1	.6
Total	25	100.0	163	100.0

Calculated chi-square = .52 (1 d.f.)

As stated above three buildings were marked January 2, 1963. This was approximately one month prior to interviewing the community actors in the random sample and approximately two months after interviewing the influentials. Ninety-two percent of the community influentials did not have knowledge of buildings which were going to be marked and stocked. There was not a statistically significant difference between the knowledge of the community influentials and the community actors in the random sample. Approximately 85 percent of the random sample said they did not have knowledge of any buildings which were going to be marked and stocked. The knowledge between the two groups about the marking and stocking of buildings was similar.

Knowledge of local civil defense director

Midwest County has had a civil defense director since the early 1950's. The present county civil defense director has been in office since 1955. Both the community influentials and the community actors in the random sample were asked if they knew that the county had a civil defense director. In addition, the persons who stated that the county did have a civil defense director were asked to provide the civil defense director's name. These data are presented in Table 37.

Table 37. Does the county have a civil defense director?

Knowledge of local civil defense director	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	6	24.0	70	42.9
No	1	4.0	13	8.0
Don't know	18	72.0	80	49.1
Total	25	100.0	163	100.0

Calculated chi-square = 2.40 (1 d.f.)

* *

Knows name (asked of those who said "yes" above)

Right name given	6	24.0	18	11.0
Forgot or don't know right name	-	-	51	31.3
Name given, not right name	-	-	1	.6

Seventy-two percent of the community influentials did not know if Midwest County had a civil defense director. There was not a statistically significant difference between the knowledge of community influentials and the random sample respondents. However, there was a percentage difference between the two groups' knowledges. Seventy-two percent of the influentials and approximately 50 percent of the random sample respondents did not know whether Midwest County had a civil defense director. Approximately one-fourth of the community influentials and about 40 percent of the random sample respondents said that Midwest County had a civil defense director.

The six community influentials who said that the county had a civil defense director provided the correct name of the county civil defense director. Eighteen, or 11 percent, of the random sample respondents provided the right name. Approximately thirty percent of the random sample respondents forgot or did not know the right name of the county civil defense director.

Civil defense technical knowledge

The community influentials and the community actors in the random sample were asked whether they "agreed" or "disagreed" with the nine technical civil defense items presented in Table 38. They could indicate if they did not have knowledge of the item. The percentages of the community influentials and the random sample respondents who agreed, disagreed, or didn't know each item is recorded in the table.

Table 38. Total frequency of nine civil defense technical knowledge items

| Nine technical items | Responses (in percentages)[a] | | | | | | Calculated chi-square[c] |
| | Agree | | Disagree | | Don't know | | |
	Inf.	R.S.	Inf.	R.S.	Inf.	R.S.	
1. If you get exposed to radiation at all, you are sure to die.	8.0	15.3	92.0[b]	77.3[b]	0.0	7.4	2.86
2. If someone has radiation sickness, you should avoid getting near him so you won't catch it yourself.	12.0	16.0	84.0	69.3	4.0	14.7	2.30
3. A plastic suit with filtering mask is plenty of protection against fallout.	8.0	11.0	72.0	65.0	20.0	23.0	.45
4. You cannot see fallout.	80.0	80.4	8.0	11.7	12.0	8.0	.28
5. After a nuclear attack, if you filter the dust out of the air, the air will be safe to breathe.	28.0	34.4	56.0	40.8	16.0	9.8	.41
6. There is a new pill you can take that will protect you against radioactive fallout.	0.0	4.3	68.0	77.3	32.0	18.4	1.01
7. A fallout shelter should have an air-tight door to guard against radiation.	60.0	64.4	40.0	25.8	0.0	9.8	2.22
8. Fallout from just one bomb may cover thousands of square miles.	72.0	89.0	16.0	7.4	12.0	3.7	5.51[d]
9. Most fallout rapidly loses its power to harm people.	36.0	35.7	48.0	50.3	16.0	14.7	.04

[a] Percents of 25 for Influentials and 163 for Random Sample

[b] "Correct" responses are underlined

[c] All chi-square based on 1 d.f. Chi-square values based on a "correct" versus "incorrect" comparison.

[d] Significant

Approximately two-thirds or more of the community influentials named the
"correct" response for five of the nine technical items. These are items 1, 2,
3, 6, and 8 which are presented in Table 38. Approximately the same percentage
of random sample respondents also named the "correct" response from these
five items.

There was a statistically significant difference for only one item when
comparing the knowledge of community influentials with the knowledge of the
random sample respondents. Seventy-two percent of the community influentials
and eighty-nine percent of the random sample agreed with item 8 "that fallout
from just one bomb may cover thousands of square miles."

In general, the technical knowledge of the community influentials and the
random sample of community actors is similar.

Table 39. Number of correct answers to technical civil defense questions
pertaining to fallout shelters and nuclear radiation

Number of technical knowledge	Influentials		Random sample	
items answered correctly	No.	% of 25	No.	% of 163
None	-	-	4	2.5
One	1	4.0	1	.6
Two	-	-	7	4.3
Three	1	4.0	16	9.8
Four	8	32.0	37	22.7
Five	7	28.0	40	24.5
Six	4	16.0	36	22.1
Seven	2	8.0	16	9.8
Eight	2	8.0	6	3.7
Nine	-	-	-	-
Total	25	100.0	163	100.0

Calculated chi-square = .03 (1 d.f.) Median chi-square test used.

Sixty percent of the community influentials named five or more "correct" responses to the items in Table 38. Forty percent of the community influentials named four or less "correct" responses. There was not a statistically significant difference between the number of "correct" responses named by the community influentials and the community actors in the random sample. Approximately sixty percent of both groups named five or more "correct" responses. The knowledge of the nine civil defense technical knowledge items is similar for both the community influentials and the random sample respondents.

Sources of Civil Defense Information

In this section the sources of information are presented which community influentials stated they have used to obtain knowledge and formulate attitudes about civil defense. The community influentials' sources of information are also compared to the sources of information which the random sample of community actors stated they have used. This section will discuss (1) the types of civil defense information sources, and (2) the most useful civil defense information source, as seen by the respondents.

The community influentials' sources of information are presented in column 1 of Tables 40 and 41. The random sample respondents' sources of information are presented in column 2 of Tables 40 and 41. Following each table is a brief discussion of the community influentials' sources of information and how their use compares with the sources of information used by the community actors in the random sample.

Table 40. Specific sources of civil defense information

| Sources of Information | Frequency named | | | | Calculated chi-square[a] |
| | Influentials | | Random sample | | |
	Rank	Percent	Rank	Percent	
Daily or weekly newspapers	1	76.0	2	82.8	.69
Booklets and pamphlets put out by the Office of Civil Defense	2	72.0	5	48.5	4.80[d]
Television news and special programs	2	72.0	1	85.9	3.09
Communication with personal friends, relatives, neighbors	4	60.0	6	46.6	1.55
Popular news magazines such as U.S. News and World Report, Newsweek Time	5	56.0	8	19.6	15.60[d]
Radio news and special programs	6	52.0	3	70.6	3.39
Civil defense exhibit[b]	6	52.0	18	1.8	71.10[d]
Meetings conducted by organizations to which you belong	8	48.0	10	16.0	13.54[d]
Popular general magazines such as Life, Look, Saturday Evening Post, Reader's Digest	9	44.0	4	49.7	.26
Meetings conducted by civil defense personnel	10	28.0	12	8.0	8.89[d]
Publications distributed by the County Extension Office	10	28.0	8	19.6	.90
Visited a fallout shelter	12	16.0	7	25.2	1.01
Civil defense kits put out by the Office of Civil Defense	13	12.0	13	5.5	1.54
Salesmen or dealers of civil defense equipment or supplies such as fallout shelters or radiation detection equipment	14	8.0	18	1.8	2.90
Professional journals	15	4.0	13	5.5	.84
Church sermons or meetings	15	4.0	11	9.8	.94
Specialized news magazines such as Commentary, The Nation, The Reporter, The New Republic	16	–	16	2.5	c
Books	16	–	13	5.5	c
Toured Civil Defense Depot	16	–	16	2.5	c
Fairs	16	–	18	1.8	c
Place of work	16	–	18	1.8	c

aAll chi-squares based on 1 d.f.

bThe civil defense exhibit was on the list of sources of information from which community influentials said they had obtained information about civil defense. The community actors in the random sample were provided a similar list of sources of information; however, the civil defense exhibit did not appear on the list provided community actors. Both groups had the opportunity to add other sources to the list; thus, a few community actors in the random sample named the civil defense exhibit.

cNo statistical evaluation, not sufficient expected cases per cell.

dSignificant

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The source of civil defense information most frequently named by the community influentials was the daily or weekly newspaper. Seventy-six percent named this source of information. Over 50 percent of the community influentials named the following sources for obtaining information about civil defense: (1) booklets and pamphlets put out by the Office of Civil Defense; (2) television news and special programs; (3) communications with personal friends, relatives, neighbors; (4) popular news magazines such as U.S. News and World Report, Newsweek, and Time; (5) radio news and special programs; and (6) the Midwest County Civil Defense Exhibit.

For each source of information listed in Table 40, the number of influentials who indicated using the source was compared to the number of random sample respondents who indicated using it.

There was a statistically significant difference between the community influentials and the random sample respondents on five sources of information: (1) While 72 percent of the community influentials named booklets and pamphlets put out by the Office of Civil Defense as a source, only approximately 50 percent of the random sample respondents named this as a source of information about civil defense; (2) over 50 percent of the community influentials and approximately 20 percent of the random sample respondents named popular news magazines as a source of information; (3) fifty-two percent of the influentials and about two percent of the random sample respondents named the Midwest County Civil Defense Exhibit as a source from which they obtained information about civil defense; (4) a higher percentage (48 percent) of the influentials obtained information about civil defense from meetings conducted by organizations to which they belonged than did the community actors in the random sample (16 percent); and (5) approximately 30 percent of the community influentials and 10 percent of the random sample respondents gained information from meetings conducted by civil defense personnel. There were differences in the sources community influentials and random sample respondents named to obtain civil defense information.

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Table 11. Most useful sources of civil defense information

Sources of Information[a]	Frequency named			
	Influentials		Random sample	
	Rank	Percent	Rank	Percent
Daily or weekly newspapers	1	24.0	2	22.1
Booklets and pamphlets put out by the Office of Civil Defense	2	20.0	3	12.9
Television news and special programs	4	8.0	1	27.0
Communications with personal friends, relatives, neighbors	9	-	5	4.9
Popular news magazines such as U.S. News and World Report, Newsweek, Time	4	8.0	7	3.1
Radio news and special programs	9	-	7	3.1
Civil defense exhibit	4	8.0	12	1.2
Meetings conducted by organizations to which you belong	4	8.0	6	3.7
Popular general magazines such as Life, Look, Saturday Evening Post, Reader's Digest	9	-	7	3.1
Meetings conducted by civil defense personnel	3	12.0	11	2.5
Publications distributed by the County Extension Office	9	-	4	6.7
Visited a fallout shelter	9	-	7	3.1
Civil defense kits put out by the Office of Civil Defense	4	8.0	19	-
Salesmen or dealers of civil defense equipment or supplies such as fallout shelters or radiation detection equipment	9	-	19	-
Professional journals	9	-	13	.6
Church sermons or meetings	9	-	13	.6
Specialized news magazines such as Commentary, The Nation, The Reporter, The New Republic	9	-	19	-
Books	9	-	13	.6
Toured Civil Defense Depot	9	-	13	.6
Fairs	9	-	13	.6
Place of work	9	-	13	.6

[a] Sources of information listed in same order as Table 40

The civil defense information sources which community influentials named as being _most_ _useful_ for obtaining information about civil defense were: (1) daily or weekly newspapers (24 percent), (2) booklets and pamphlets put out by the Office of Civil Defense (20 percent) and (3) meetings conducted by civil defense personnel (12 percent). There were some differences in the most useful sources of information in comparing influentials and the random sample respondents. Twenty-seven percent of the random sample respondents named television news and special programs as the most useful source while only eight percent of the community influentials named this source as the most useful. Approximately the same percentage in both groups named daily or weekly newspapers as the most useful source. Twenty percent of the influentials and approximately 15 percent of the random sample respondents named booklets and pamphlets put out by the Office of Civil Defense as the most useful source of information. While 12 percent of the influentials named meetings conducted by civil defense personnel as most useful, only approximately three percent of the random sample respondents named this as most helpful. There were some differences in the sources of information named most useful by the two groups.

Actions in Civil Defense

The final section of this chapter will focus on the actions or participation of community influentials in civil defense. The actions of community influentials which will be discussed include (1) working in civil defense, (2) civil defense planning at place of work, (3) civil defense training, and (4) family civil defense preparation. Comparable data were not obtained from the random sample respondents except for family civil defense preparation. This factor will be compared between community influentials and the random sample of community actors.

The community influentials' actions are presented in column 1 of Tables
42 through 45. The random sample respondents' actions in family civil defense
preparation are presented in column 2 of Table 45. The question used to ascer-
tain the respondents' actions is presented as the table title. Following each
table a brief discussion of the community influentials' actions is presented.
For Table 45 the comparison with the random sample respondents is also dis-
cussed.

Working in civil defense

Table 42. Are you, in any way, working with or helping in the area of civil
defense in this community?

Working in civil defense	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	5	20.0	Not comparable	
No	20	80.0	Not comparable	
Total	25	100.0		

Eighty percent of the community influentials said they were not working
with or helping in the area of civil defense in their community. Twenty per-
cent stated they were working in civil defense.

Civil defense planning at place of work

Table 43. Have civil defense plans ever been discussed at the place where
you work?

Civil defense planning at place of work	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	7	28.0	Not comparable	
No	18	72.0	Not comparable	
Total	25	100.0		

Seventy-two percent of the community influentials said that they had not discussed civil defense plans at the place where they work. Twenty-eight percent stated "yes" in response to the question.

Civil defense training

Table 44. Have you ever had any civil defense training?

Civil defense training	Influentials		Random sample	
	No.	% of 25	No.	% of 163
Yes	6	24.0	Not comparable	
No	19	76.0	Not comparable	
Total	25	100.0		

Seventy-six percent of the community influentials stated that they had not received civil defense training. Approximately one-fourth (24 percent) said that they had received civil defense training.

Family civil defense preparation

Table 45. We are interested in talking with you about any steps you may have taken to protect you and your family against atomic attack or fallout. Which statement below best describes what you have done?

Family civil defense preparation	Influentials		Random sample	
	No.	% of 25	No.	% of 163
1. Have built a family fallout shelter.	-	-	2	1.2
2. Am in the process of building a family fallout shelter.	-	-	-	-
3. Have strongly considered building a fallout shelter.	3	12.0	12	7.4
4. Have designated some specific area or place to be used if an emergency should occur.	10	40.0	66	40.5
5. Have seriously considered the need for protection, but have made no specific plans for an emergency.	2	8.0	34	20.9
6. Have never seriously considered need for protection.	7	28.0	37	22.7
7. Have thought about the need for protection, but am definitely against building or setting aside space for a shelter or making any other definite plans	3	12.0	12	7.4
Total	25	100.0	163	100.1

Calculated chi-square = .41 (1 d.f.)

Forty percent of the community influentials said they had designated some specific area or place to be used if an emergency should occur. Approximately 30 percent had never seriously considered the need for protection. There was no statistically significant difference between the community influentials and the random sample respondents. Approximately 40 percent of the random sample had designated some specific area or place to be used if an emergency should occur. There was a trend for a larger percentage of the random sample respondents to have considered the need for protection, but they had made no plans. Approximately 20 percent of the random sample respondents and eight percent of the community influentials checked this statement. In general, the family civil defense preparation of the two groups is similar.

Summary

The objectives of this chapter were (1) to describe some of the community influentials' civil defense attitudes, knowledge, sources of information, and actions and (2) to compare the community influentials' attitudes, knowledge, sources of information, and actions with a random sample of community actors. These two objectives were discussed in four sections which included (1) attitudes, (2) knowledge, (3) sources of information, and (4) actions.

Attitudes

Perception of threat   The community influentials did not appear to perceive too great a threat of war. And assuming a war were to occur, they did not perceive its possible effects to include the "end of democracy" or "many deaths," although they did perceive a "fallout danger." Community influentials perceived that if a world war does come, it would occur six or more years beyond the time of the interviews (fall, 1962). In general, they stated

that any possible future war with Russia would be a nuclear war. If a small, local war were to occur, it would not be escalated into a larger war, according to the community influentials.

In general, there is _not_ a significant difference between the perceptions of the community influentials and the random sample respondents about the threat of possible nuclear war. There was a statistically significant difference between community influentials and the community actors in the random sample on only one variable (likelihood of war escalation) of the seven variables which measured perceptions about the threat of possible nuclear war. Community influentials perceived war escalation to be less likely than did the community actors in the random sample.

Perception of a civil defense innovation: fallout shelters   In general, the community influentials perceived that public fallout shelters are similar to insurance. In addition, they perceived that we should not abandon a fallout shelter program. However, the community influentials perceived that a national shelter program would cost too much for the protection it would provide. Over half of the community influentials agreed that fallout shelter measures would be obsolete and, therefore, not effective. In general, they agreed that everyone should pay taxes on public fallout shelters. A large proportion of the community influentials were in favor of a program that licenses, marks, and stocks existing buildings for public shelter use. More community influentials perceived that the United States should place the greatest emphasis on a fallout shelter program that encourages construction of individual family shelters.

In regard to perceptions of fallout shelters, there were some differences between the community influentials and the random sample respondents. In general, the community influentials perceived that a national shelter program would be too costly for the protection it would provide, while there was a tendency

for the random sample respondents to perceive that a national shelter program would not be too costly. A high proportion of the community influentials perceived that any public fallout shelter measures taken cannot be effective long enough to justify the cost. There was a tendency for the random sample respondents to disagree with this attitude held by the community influentials. The community influentials and the community actors in the random sample differed significantly on one alternative fallout shelter program. In general, community influentials did not perceive that we should have a federal program that makes available financial assistance for the construction of public shelter space in new public buildings. There was a tendency for the community actors in the random sample to think that there should be a federal program to assist in providing public shelter space in new public buildings. The most favored fallout shelter program among the community influentials was the construction of individual family shelters. Among the community actors in the random sample the most favored fallout shelter program was a program which would license, mark, and stock buildings for public shelter use.

The community influentials and the community actors in the random sample had similar attitudes on three of the seven factors which measured perceptions of fallout shelters. Both influentials and random sample respondents perceived that public fallout shelters are similar to insurance. Although there was a slight tendency for more community influentials than random sample respondents to perceive that we should not abandon a fallout shelter program, statistically both groups had a similar attitude about this variable. In general, both groups agreed that everyone should pay taxes to provide public fallout shelters.

Adequacy of civil defense program   The community influentials tended to perceive the present national civil defense program and the county civil defense program as inadequate. There is not a statistically significant differ-

ence between the attitudes of influentials and the community actors in the random sample as to the adequacy of the civil defense program at national and county levels. There was a tendency, however, for a higher percentage of the random sample respondents to perceive the civil defense programs at national and county levels to be more adequate.

Some general civil defense attitudes   The community influentials appeared to perceive in general that (1) civil defense activities are not a waste of money and human energy, (2) civil defense in the United States has not been too neglected, (3) civil defense should not be handled by the military, and (4) they (community influentials) have a community responsibility in the area of civil defense.

There is not a statistically significant difference between the community influentials and the random sample respondents concerning the above four attitudes. In general, the attitudes of both the community influentials and the random sample respondents were similar.

Knowledge

There was a tendency for the community influentials to lack knowledge of (1) a continuous civil defense program in Prairie City or Midwest County and (2) what civil defense people were doing or were planning to do in Midwest County. A high percentage (92 percent) of community influentials did not have knowledge of buildings which were going to be marked and stocked. Approximately 70 percent of the community influentials did not know if Midwest County had a civil defense director. Six of the community influentials provided the correct name of the county civil defense director. Sixty percent of the community influentials correctly answered five or more items in a list of nine civil defense technical knowledge questions.

In general, there is not a statistically significant difference between

the community influentials and the random sample respondents' knowledge about civil defense. For only two factors which measured knowledge about civil defense was there a statistically significant difference between influentials and the community actors in the random sample. These two variables were (1) knowledge of a continuous local civil defense program and (2) knowledge that fallout from just one bomb may cover thousands of square miles. The community actors in the random sample tended to have knowledge of a continuous civil defense program, while community influentials tended to lack knowledge of a continuous civil defense program in Prairie City or Midwest County. Both the community influentials and the community actors in the random sample generally agreed that fallout from a bomb may cover thousands of square miles; however, a higher percentage of community actors in the random sample agreed with this statement.

Sources of civil defense information

The three sources named most frequently from which community influentials obtained information about civil defense were (1) daily or weekly newspapers, (2) booklets and pamphlets put out by the Office of Civil Defense, and (3) television news and special programs. The three most useful sources of information for influentials were (1) daily or weekly newspapers, (2) booklets and pamphlets put out by the Office of Civil Defense, and (3) meetings conducted by civil defense personnel.

There were some differences between community influentials and the random sample respondents when sources of information were compared. The three sources named most frequently from which the random sample respondents obtained information about civil defense were (1) television news and special programs, (2) daily or weekly newspapers, and (3) radio news and special programs. The three most useful sources for the random sample respondents were (1) television news and special programs, (2) daily or weekly newspapers, and (3) booklets and

pamphlets put out by the Office of Civil Defense.

Actions in civil defense

In general, the community influentials had not taken many actions in the area of civil defense. Approximately three-fourths of the community influentials had <u>not</u> (1) worked or helped in the area of civil defense, (2) discussed civil defense plans at the place where they work, or (3) received any civil defense training. Approximately 40 percent of both the community influentials and the random sample respondents had designated some specific area or place to be used if an emergency should occur.

CHAPTER 14

SUMMARY

Introduction

In the United States and the world the rapid scientific and technological advances in modern warfare have presented people with many complex problems. The capability of waging nuclear war has aided man in developing the potential to destroy civilization. As a result of scientific and technological advances, the policy makers of the United States are posed with the problem of determining to what extent the resources of the country should be devoted to the task of developing a civilian capability to withstand a possible nuclear attack.

Metropolitan and rural people are dependent upon the economic, industrial, transportation, political, communications, educational, religious, and other systems of the total society. Both metropolitan and rural communities within the United States, as in other countries, are part of a total social system. As parts of the national social system, the metropolitan and rural people have many common goals and aspirations. The United States, as an entity, is a complex social system composed of many sub-systems.

It seems essential that those individuals who have the responsibility for keeping this complex system operative under all conditions have the best available insights into the human relations patterns which are vital to this end. Within the civil defense organization there are three major operating levels; the federal government, the several states, and their political subdivisions. Within the political subdivisions are the complex communities which include cities, small towns, and rural communities. Through the local civil defense units of these political subdivisions, the civil defense organization is (1) to protect the greatest number of people in the United States in case of

nuclear war, and (2) to provide the guidance necessary for rebuilding society
if that should ever become necessary. If the civil defense organization is to
be prepared to achieve these objectives in case of nuclear war or other disas-
ter, it is vital to have knowledge and understanding of actual and possible
linkages between a local civil defense organization and the people of the local
community.

One major element of this linkage between the civil defense organization
and the people of the local community is social power; the capability to con-
trol the behavior of others. Within the community certain persons are per-
ceived as having the capability to control the behavior of others in such a
manner as to affect the decision-making processes of the community. These
persons are referred to as community influentials.

Objectives of the Report

This report is concerned with the distribution of social power and its
possible effects upon the implementation of civil defense programs. The
general objectives of this report are (1) to define concepts which are rele-
vant to understanding the community decision-making process, (2) to present
an analytical model or framework which a local civil defense director could
use in analyzing social power, (3) to operationalize the framework in one
community, and (4) to determine the civil defense knowledge, sentiments,
sources of information and actions of community influentials.

The specific objectives are (1) to delineate the persons perceived to
be community influentials and who affect the decision-making processes of
the community, (2) to determine the personal and social characteristics of
the community influentials, (3) to determine the extent to which there is a
structure in the interpersonal relationships among community influentials,

(4) to determine the extent to which the community influentials are perceived to have social power in different issue areas, (5) to ascertain whether the social power which community influentials are perceived to have is based upon authority, influence, or a combination of both, (6) to analyze the bases of social power of community influentials, and (7) to determine the past role performances of community influentials.

Framework for Analysis

The local civil defense director needs an analytical model or framework to analyze and understand the relation of the local civil defense organization to its social environment. Two models have been presented in the report which may serve as tools for the civil defense change agent (especially the local civil defense director) to analyze the social environment. The models may serve as tools which are vital to the initiation and implementation of new community programs by change agents.

The social system model provides a framework which the change agent may use to analyze the community and its component elements. A social system is composed of the patterned interaction of members. The elements of the social system include (1) belief (knowledge); (2) sentiment; (3) end, goal, or objective; (4) norm; (5) status-role (position); (6) rank; (7) sanction; (8) facility; and (9) power. The structure and value orientation of a social system at a given time can be described and analyzed in terms of these elements.

The social system model views the elements of the community in a static form. In reality, the elements of the social system do not remain static for any length of time. Within each community there are processes which mesh, stabilize, and alter the relationships between the elements through time. These master processes which integrate or involve several or all of the elements are communication, boundary maintenance, systemic linkage, socialization,

social control, and institutionalization.

In addition to the elements and processes, there are certain attributes of social systems which are never completely controlled by the system's members. These are referred to as general conditions for social action. They include territoriality, size, and time.

The social system or community in which the local civil defense director must implement the civil defense program consists of individual actors, families, businesses, industries, churches, service organizations, schools, athletic clubs and many other sub-systems. These sub-systems are integrated into the local community social system. If the local civil defense director or other civil defense change agent were to analyze the complex community in its entirety, the social system model would provide one framework for this task. This research report has focused primarily upon one element of the social system, namely social power, and its meaning for the operations of civil defense in local communities.

A second model was delineated and defined for the purpose of providing an analytical framework which a local civil defense director or other civil defense change agent could use in analyzing social power in a community. Social power was defined as the capability to control the behavior of others. The major components of social power which were delineated included authority and influence. Authority was defined as the capability to control the behavior of others as determined by the members of the social system. Influence is that capability to control the behavior of others which is not built into the authority component of the status-role. In addition to the two major components of social power, a third major concept, power structure, was delineated for studying social power in the community. A power structure is that pattern of relationships among individuals which enables the individuals

possessing social power to act in concert to affect the decision making of the social system on a given issue area.

In addition to the major concepts of the social power model, other concepts were defined which are relevant for the civil defense change agent to understand the phenomenon of social power in his community. These concepts included community actors, community influentials, personal and social characteristics, existence of social power, legitimation, exercise of social power, latent social power, issue area, monomorphic power structure, polymorphic power structure, sources of power, and role performances.

The expected logical relationships among the concepts in the social power model were stated as general hypotheses. Through a review of social power theory and previous research completed by social scientists, eight general hypotheses were derived. The eight general hypotheses of the social power model are: (1) community actors will perceive that social power exists in the social system; (2) community actors will perceive that social power is exercised in the social system; (3) the personal and social characteristics of community influentials will differ from the general populace; (4) social power will be structured in the social system by community influentials acting in concert; (5) internal community knowledgeables and community influentials will perceive the power structure to vary depending on the issue area; (6) community influentials perceived to have more power will have no more authority than community influentials perceived to have less power, (7) community influentials will perceive some sources of power as being more relevant than others for social power in the general affairs of the social system; and (8) there will be an expected set of role performances to be fulfilled which are associated with the accumulation of power by actors in the social system.

The social power model which has been delineated provides a framework for the local civil defense director or other change agents to analyze social power in the social environment. If the local civil defense director or change agent is to put the model to an empirical test, a linkage must be made between the theoretical level and the empirical level.

Methodology

In the United States approximately 38 percent of the total population live in communities under 50,000 or in rural areas. This represents 69.4 million people. These people are in large part responsible for the production of food and fiber for the United States. The community selected for empirically testing the social power model is one of these communities primarily responsible for the production of the nation's food and fiber.

The social system which was selected for the study of social power is Prairie City, a small city with a 1960 population of 4,500 people.

The methodology which was used to delineate the community actors who have the capability to affect the decision-making process in Prairie City consisted of three phases. The three phases of the field procedures which gathered data to empirically test the general hypotheses in the social power model were: (1) interviews with external community knowledgeables; (2) interviews with internal community knowledgeables; and (3) interviews with community influentials.

During the first phase of the field procedure in Prairie City external community influentials were interviewed. External community knowledgeables were persons living outside the Prairie City community who are perceived to have general knowledge of the Prairie City community. They were interviewed for the purpose of (1) providing names of persons within the community who would have an extensive knowledge of the community decision-making process;

(2) providing background information on past and present community issues; and (3) naming persons they perceived to be community influentials. This phase consisted of interviews with five external community knowledgeables.

The second phase of the field procedure in Prairie City involved interviews with 16 internal community knowledgeables who were named by the external community knowledgeables as persons having an extensive knowledge of the community decision-making process. The internal community knowledgeables included men from different occupations within the community. The occupations of the internal community knowledgeables included education, agriculture, communications, labor, politics, business, and government.

The internal community knowledgeables were asked to name the persons they perceived to have social power in different issue areas. These issue areas included industry, education, business promotion, recreation, government, obtaining farmer support, and general affairs.

Community actors who received three or more mentions by the internal community knowledgeables in either the general affairs, industry, or politics issue areas were established as the pool of community influentials in Prairie City. Twenty-six community influentials were delineated by this criterion. The community influentials included 24 men and two women.

During the third and final phase of the field procedures in Prairie City, 25 of the 26 community influentials were interviewed. During the course of interviewing community influentials each influential was asked to complete rating scales designed to measure the amount of power each community influential perceived each of the other community influentials and himself to have

each of five community issue areas. The five issue areas were industry, politics, general affairs, Midwest County Planning Commission, and the Civil Defense Exhibit. Each community influential provided a list of the formal

organizations to which he belonged. These data included approximate dates of membership, percentage attendance, formal position held, committee and board participation and level of participation. In addition, the community influentials provided data on their social interaction patterns, sources of power, past role performances, and personal and social characteristics.

Analysis of Data

The analysis of data in the report can be divided into two major parts. In the first part, each of the eight general hypotheses of the social power model is analyzed. For each general hypothesis (1) the relevance of the hypothesis for civil defense change agents is discussed, (2) the data pertaining to the hypothesis is presented, and (3) the implications of the findings for civil defense change agents is discussed. Findings related to the general hypotheses are presented in the first sub-section below.

In the second part, community influentials' civil defense attitudes, knowledge, sources of information, and actions are described. Also, the community influentials' attitudes, knowledge, sources of information, and actions are compared to a random sample of Prairie City community actors. These findings are summarized in the second sub-section below.

Social power model hypotheses

The first hypothesized relationship of the social power model stated that community actors will perceive that social power exists in the social system. In Prairie City, community actors (internal community knowledgeables and community influentials) perceived some community actors as having more social power than other community actors to affect the community decision-making process. Internal community knowledgeables named persons they perceived to have social power in specified issue areas. The community influentials differentiated the amount of power they perceived other community

influentials and themselves to have. They perceived some community influentials to have more social power in community affairs than other community influentials. The data reveal that if the local civil defense director or other civil defense change agent asks community actors to name persons who are perceived to have more social power than others, he will probably be provided names.

The second general hypothesis is that community actors will perceive that social power is exercised in the social system. During the course of interviewing in the second and third phases of the field procedure, the internal community knowledgeables and the community influentials named specific instances of the exercise of social power. By analyzing the data, it was established that, generally, the community influentials did exercise social power to affect the decision-making process of the community. Through the process of asking questions relating to how social power is exercised in specific issue areas, the local civil defense director or change agent may determine the extent to which the persons perceived to have social power actually exercise power to affect the community decision-making process. In addition, probe questions relating to the community actors who exercise social power in different issue areas may serve as a tool to determine the extent to which one power structure or several power structures are perceived to affect the major decisions of the community in different issue areas. In this research study, the community influentials delineated were found to exercise social power in community affairs.

In testing the third general relationship, that the personal and social characteristics of community influentials will differ from the general populace, the community influentials were found to differ significantly in occupation, gross family income, education, political views, age, and home ownership in comparison with a random sample of the community. The two groups were found not to differ in the number of people living in the household and length

of residence in the Prairie City community. Generally, the local civil defense director or civil defense change agent may expect to find that community influentials have higher status occupations (business and professional occupations), higher incomes, more formal education, a different political orientation, higher age, and greater home ownership than a random sample of the community. Although not all community actors who are among the higher income, higher education, and higher age group will be community influentials, these findings do indicate that the change agent will probably find community influentials within this group. The empirical data in Prairie City supported the general hypothesis that the personal and social characteristics of community influentials will differ from the general populace.

The fourth general hypothesis of the social power model is that social power will be structured in the social system by community influentials acting in concert. The empirical data supported the general hypothesis. The community influentials have a structure of personal relations with each other. Certain community influentials interacted more with each other than with other community influentials. Cliques within the community influential pool interacted daily through informal coffee groups. In addition, certain cliques or groups interacted through home visitations. Among the community influentials there were agreement and disagreement patterns. These data suggest to the local civil defense director or change agent that there will probably be a structure among the interpersonal relations of the community influentials. Some community influentials will probably interact more with each other than with other community influentials. These data may be useful in providing a framework for analyzing the structure of personal relations among the community influentials. Community influentials who interact together and agree on most community issues may exercise social power in concert to affect the decision-making process of the community.

Within the community, the actors face many issues which are relevant to community affairs. The fifth general hypothesis tested the relationship that internal community knowledgeables and community influentials will perceive the power structure to vary depending on the issue area. The internal community knowledgeables and the community influentials perceived the power structure to vary depending on the issue area, thus the empirical data supported the general hypothesis. These data should caution the change agent from legitimizing all new programs with the same power structure. While one power structure may legitimize or give sanction to social action in most major issue areas, it is unlikely that one power structure decides the course of action in all issue areas. Community influentials who legitimize or give sanction to new programs may or may not become involved in implementing the decisions which are made. Although this research study did not determine the extent to which the community influentials perceived to have the most power in a specific issue area also exercised power through participating in implementing action programs, the change agent may consider whether community influentials participate in legitimization or implementation phases or both.

The sixth general hypothesis stated that community influentials perceived to have more power will have no more authority than community influentials perceived to have less power. In Prairie City, the empirical data supported this general hypothesis. Generally, the community influentials who were perceived to have the most power were not currently holding a formal position. These data point out that the civil defense change agent is likely to find that the top community influentials are not presently holding formal positions. The change agent may expect to find many of the community influentials operating behind the scenes of formal offices. The change agent should be aware that the community influentials who give sanction to new programs

may not be in formal positions. Community influentials perceived to have the most power may interact with persons of authority to give sanction to new programs. Although persons of influence may have a greater capability to affect the course of community action than do persons of authority, the change agent needs to be aware that people in positions of authority play an important role in the initiation and implementation of social action programs. In the course of initiating and implementing new programs, certain legal and procedural actions may need to be taken which involve people of authority.

The social power which community influentials are perceived to have may rest upon different bases. The seventh general hypothesis is that the community influentials will perceive some sources of power as being more relevant than others for social power in the general affairs of the social system. The community influentials perceived knowledge of problems, past achievements, willingness to work, ability to think, human relations skills, ability to plan, and occupation as the relevant sources of power to the general affairs of the community. These sources of power largely reside in the individual rather than in the authority component of a status-role. If the change agent desires to efficiently and effectively implement new programs, a knowledge and understanding of the sources of power may enhance the success of the new program. Community influentials will probably have different sources of power to contribute to the initiation and implementation of community programs. In initiating and implementing new programs, resources will be needed at various stages. The change agent needs to be aware that community influentials may contribute resources to new programs in addition to giving sanction or legitimizing the new program.

The eighth and final general hypothesis tested the relationship that there will be an expected set of role performances to be fulfilled which are associ-

ated with the accumulation of power by actors in the social system. In Prairie City the community influentials had fulfilled a set of expected role performances in the process of accumulating social power. Community influentials perceived to have the most power had fulfilled a set of role performances during an early time period. Community influentials who were perceived to be increasing in power were fulfilling roles similar to those which older community influentials had fulfilled at an earlier point in time. If the change agent delineates the expected role performances to be fulfilled in the process of accumulating social power, he may then predict who some of the future community influentials will probably be. In addition, a knowledge of the expected role performances may be helpful to the change agent who desires to become a community influential. With a knowledge of the expected role performances, the change agent may desire to fulfill some of these roles to increase his social power. A knowledge and understanding of the present and past role performances will also provide the change agent with data about the linkages of community influentials to formal organizations. This knowledge may be helpful to the change agent in obtaining support and participation from formal organizations. A linkage of the change agent with community influentials who can exercise social power over the formal organizations of the community may result in obtaining support from the formal organizations for community programs.

Community influentials' civil defense attitudes, knowledge, sources of information and actions

The objectives of this analysis were (1) to describe the community influentials' civil defense attitudes, knowledge, sources of information, and actions and (2) to compare the community influentials' attitudes, knowledge, sources of information, and actions with a random sample of community actors.[a]

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[a]The random sample of Prairie City community actors consisted of 163 individuals, approximately one-half of them were husbands and one-half of them were wives. The random sample interviews were completed in January and February of 1963. The community influentials had been interviewed approximately three months before the random sample.

These two objectives were discussed in four sections which included (1) attitudes, (2) knowledge, (3) sources of information, and (4) actions.

Attitudes

Perception of threat   The community influentials did not appear to perceive too great a threat of war. And assuming a war were to occur, they did not perceive its possible effects to include the "end of democracy" or "many deaths," although they did perceive a "fallout danger." Community influentials perceived that if a world war were to come, it would occur six or more years beyond the time of the interviews (fall, 1962). In general, they stated that any possible future war with Russia would be a nuclear war. If a small, local war were to occur, the community influentials tended to perceive that there would not be war escalation.

In general, there is _not_ a significant difference between the perceptions of the community influentials and the random sample respondents about the threat of possible nuclear war. There was a statistically significant difference between community influentials and the community actors in the random sample on only one variable (likelihood of war escalation) of the seven variables which measured perceptions about the threat of possible nuclear war. Community influentials perceived war escalation to be less likely than the community actors in the random sample.

Perception of a civil defense innovation: fallout shelters   In general, the community influentials perceived that public fallout shelters are similar to insurance. In addition, they perceived that we should not abandon a fallout shelter program. However, the community influentials perceived that a national shelter program would cost too much for the protection it would provide. Over half of the community influentials agreed that fallout shelter measures would be obsolete and therefore not effective. In general,

they agreed that everyone should pay taxes on public fallout shelters. A large proportion of the community influentials were in favor of a program that licenses, marks, and stocks existing buildings for public shelter use. More community influentials perceived that the United States should place the greatest emphasis on a fallout shelter program that encourages construction of individual family shelters.

In regard to perceptions of fallout shelters, there were some differences between the community influentials and the random sample respondents. In general, the community influentials perceived that a national shelter program would be too costly for the protection it would provide, while there was a tendency for the random sample respondents to perceive that a national shelter program would not be too costly. A high proportion of the community influentials perceived that any public fallout shelter measures taken cannot be effective long enough to justify the cost. There was a tendency for the random sample respondents to disagree with this attitude held by the community influentials. The community influentials and the community actors in the random sample differed significantly on one fallout shelter program alternative. In general, community influentials did not perceive that we should have a federal program that makes available financial assistance for the construction of public shelter space in new public buildings. There was a tendency for the community actors in the random sample to think that there should be a federal program to assist in providing public shelter space in new public buildings. The most favored fallout shelter program among the community influentials was the construction of individual family shelters. Among the community actors in the random sample, the most favored fallout shelter program was on which would license, mark, and stock buildings for public shelter use.

The community influentials and the community actors in the random sample

had similar attitudes on three of the seven factors which measured perceptions of fallout shelters. Both influentials and random sample respondents perceived that public fallout shelters are similar to insurance. Although there was a slight tendency for more community influentials than random sample respondents to perceive that we should not abandon a fallout shelter program, statistically both groups had a similar attitude about this variable. In general, both groups agreed that everyone should pay taxes on public fallout shelters.

Adequacy of civil defense program   The community influentials tended to perceive the present national civil defense program and the county civil defense program as inadequate. There is not a statistically significant difference between the attitudes of influentials and the community actors in the random sample about the adequacy of the civil defense program at national and county levels. There was a tendency, however, for a higher percentage of the random sample respondents to perceive the civil defense programs at national and county levels to be more adequate.

Some general civil defense attitudes   The community influentials appeared to perceive in general that (1) civil defense activities are not a waste of money and human energy, (2) civil defense in the United States has not been too neglected, (3) civil defense should not be handled by the military, and (4) they (community influentials) have a community responsibility in the area of civil defense.

There is not a statistically significant difference between the community influentials and the random sample respondents concerning the above four attitudes. In general, the attitudes of both the community influentials and the random sample respondents were similar.

Knowledge   There was a tendency for the community influentials to lack knowledge of (1) a continuous civil defense program in Prairie City or Midwest County and (2) what civil defense people were doing or were planning to do in

...st County. A high percentage of community influentials did not have knc.... of buildings which were going to be marked and stocked. (Buildings had bee.. ....ed before the community influentials were interviewed. Three buildings we.. ... after the community influentials were interviewed, but before the random .... of community actors was interviewed. No buildings had been stocked at th.... .. of the interviews.) Approximately 70 percent of the community influen... .... not know if Midwest County had a civil defense director. Six of the 25 ....ity influentials provided the correct name of the county civil defense .... Sixty percent of the community influentials correctly answered five c.. .. items in a list of nine civil defense technical knowledge questions.

In general, there is not a statistically ...cant difference between the community influentials and the random sample ....nts' knowledge about civil defense. For only two factors which measured b.. ... about civil defense was there a statistically significant difference b.. ...influentials and the community actors in the random sample. These two vari.. ....re (1) knowledge of a continuous local civil defense program an.. (2) know.. ....at fallout from just one bomb may cover thousands of square miles. The c.. actors in the random sample tended to ha..e knowledge of a continuous civil defense program while community influentials tended to lack knowledge of a continuous civil defense program in Prairie City or Midwest County. Both the community influentials and the community actors in the random sample generally agreed that fallout from just one bomb may cover thousands of square miles; however, a higher percentage of community actors in the random sample agreed with this statement.

Sources of civil defense information   The three sources named most frequently from which community influentials obtained information about civil

defense were (1) daily or weekly newspaper, (2) booklets and pamphlets put out by the Office of Civil Defense, and (3) meetings conducted by civil defense personnel.

There were some differences between community influentials and the random sample respondents when sources of information were compared. The three sources of named most frequently from which the random sample respondents obtain information about civil defense were (1) television news and special programs, (2) daily or weekly newspapers, and (3) radio news and special programs. The three most useful sources for the random sample respondents were (1) television news and special programs, (2) daily or weekly newspapers, and (3) booklets and pamphlets put out by the Office of Civil Defense.

Actions in civil defense   In general, the community influentials had not taken many actions in the area of civil defense. Approximately three-fourths of the community influentials had not (1) worked or helped in the area of civil defense. (2) discussed civil defense plans at the place where they work, and (3) received any civil defense training. Approximately 40 percent of both the community influentials and the random sample respondents had designated some specific area or place to be used if an emergency should occur.

The above data provide insights about social power in local communities, as well as a profile of community influentials' civil defense attitudes, knowledge, sources of information and actions. These data may be used by OCD in planning and implementing future civil defense programs and in training of defense personnel.

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